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# THE LOCAL GOVERNMENT OFFICER

*by*

L. HILL

*General Secretary, National  
Association of Local  
Government Officers*

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## *General Introduction to the Series*

THE general problems of the organization of local government have been fully discussed in such books as Dr. Robson's *The Development of Local Government*.<sup>1</sup> What is now wanted is a series of fairly small books discussing (1) the special problems of specific kinds of authorities and (2) the problems raised by the various local services.

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<sup>1</sup> London: George Allen & Unwin Ltd.



*The Local Government Officer*

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W. IVOR JENNINGS

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## *Introduction*

THOUGH the local government officer is now a very important person, he is quite a modern innovation. The first paid officers of the modern kind were the poor law officials appointed under the Poor Law Amendment Act of 1834. Before that the boroughs, the oldest units of local government, often had paid officers. The thirteenth century saw the creation of the office of Chamberlain of the City of London, and the borough corporations had their town clerks, who were paid out of the corporate property, fees for markets, and the like. At the same time, many of the duties which are to-day carried out by officers of the local authorities were entrusted to the Mayors and Aldermen. "In the market the Mayor reigned supreme. Here, as 'Clarke of the Market' and the representative of the Crown, he declared the 'assize' or price at which controlled goods could be sold, and on him rested the responsibility of maintaining every condition that made for good market. At the beginning of his term of office he took oath and swore 'well and faithfully to serve the Queen's Magestie in the office of Clarke within the borough of . . . and without fear, reward or favour, shall execute and exercise the same during the time I shall be Clarke of the Market thereof.'"<sup>1</sup>

<sup>1</sup> J. H. Thomas, *Town Government in the Sixteenth Century* (George Allen & Unwin).

## *The Local Government Officer*

Outside the boroughs, too, such local government as there was was carried on by unpaid officers. From very early times its essential function was that of the preservation of the peace, and little more was required outside the chartered towns. This function was undertaken in the shires by the shire reeve or sheriff, and in the vills by the reeve and four men who represented the vill in the hundred moot. By 1086 the sheriff was the head of the royal and public reeves of the shire; he was responsible to the King for the collection of the royal revenues; he or his bailiff presided over the hundred court; he controlled the rudimentary police system through his "tourn"; and he executed the King's writs and carried out the judgments of the King's courts. He was, however, too great a local potentate to be left in control; and from the middle of the fourteenth century onwards functions of government were vested in the justices of the peace—still unpaid officials—who controlled the high and petty constables, also unpaid, and ordered the men of the parish to repair the roads and the men of the county to repair the bridges where the obligation was vested in "the inhabitants at large." There is evidence that on occasions even a rate had to be levied; for it is on record that in 1256 a sum of £20 19s. 2d. was collected from the County of Chester for the repair of Chester Bridge, "because the King has ascertained from the book of the Exchequer called

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Domesday that the men of the county were bound to repair the bridge."

That some of the work involved the payment of salaries, or at least of fees, is obvious. The justices required at least a solicitor to do their legal work. "What usually happened," say Sidney and Beatrice Webb, "was that the titular Clerk of the Peace appointed as his deputy . . . one of the leading solicitors in the county town who undertook the whole of the work . . . we find in practice the post of the Deputy Clerk of the Peace held, almost as an hereditary possession, by the principal firm of solicitors. . . . The payment of a fixed salary to the County Surveyor or Bridgemaster remained . . . right down to the end of the eighteenth century most unusual. . . . Not until the latter part of the eighteenth century, and then only in the more advanced counties, do we find a complete separation of the functions of the County Surveyor and the contractor."<sup>1</sup>

Even when the Poor Law system was laid down in the legislation of 1597-1601, and the poor rate thus established, the functions of relieving the poor and collecting the poor rate were vested in the churchwardens and unpaid overseers of the poor; and if paid assistant overseers were appointed the responsibility rested with the unpaid and, often,

<sup>1</sup> S. & B. Webb, *English Local Government: The Parish and the County* (Longmans, Green & Co.).

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unwilling overseers. Here, too, the latter part of the eighteenth century saw developments, and the creation of "workhouses" compelled the appointment of a paid staff.

With the period after the Reform Act there was a gradual development of a paid local government service. The Poor Law Amendment Act, 1834, led the way, and numerous relieving officers, medical officers, nurses, masters of workhouses, and other officers had to be appointed. The problem in the towns was not to secure paid officers, but to see that they did some work for their emolument. As the Royal Commission reported in 1835:

The salaries of the corporate officers in a great many instances are not at all commensurate with their duties. The allowance to the chief official is often very large, and it is well understood that he is to expend it in private entertainments. The practice of having periodical dinners and entertainments for the members of the common council and their friends, the cost of which is defrayed out of the corporate funds, prevails almost universally.

By the Municipal Corporations Act of 1835 these funds were diverted to public purposes, and the salaries of officers, now appointed in order that those purposes might be carried out, were made a first charge.

With the Act of 1835 came, too, the paid police forces for the towns; and similar bodies were created for the counties in 1839. Public health functions, so far as they were exercised at all, were vested in



## *Introduction*

improvement commissioners and other bodies authorized by local Acts; but general legislation from 1848 onwards resulted in the creation of a general paid staff.

The training (or the absence of training) of those whom we may call our administrative ancestors was responsible for the abuse or misdirection of their authority, and we must register their shortcomings.

For many centuries the government of the people of these islands was divided between state and church. The state was hideously cruel in its efforts to repress wrong-doing, the gallows were at every man's door, and because the penalty—death—was the same for stealing a chicken or taking a neighbour's life, recklessness gave rise to the saying "as well be hung for a sheep as a lamb." The church was more lenient, but that leniency only led to abuse because it provided "funk-holes" for criminals.

The sheriff in course of time so misused his powers that measures were taken to lessen his authority.

In the sixteenth century a vigorous protest was raised against the mayor of Canterbury becoming a brewer at the end of his year of office because "other persons after becoming mayor had lived like gentlemen."

The self-selected few who governed the chartered towns brought the first experiments in "local government" to such a state that we are told on authority, "the existing municipal corporations of England



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and Wales neither possess nor deserve the confidence and respect of Your Majesty's subjects and that a thorough reform must be effected before they can become, what we humbly submit to Your Majesty they ought to be, useful and efficient instruments of local government. It has become customary not to rely on the municipal corporations for exercising the powers incident to good municipal government. The powers granted by local Acts of Parliament for various purposes have been from time to time conferred not upon the municipal officers, but upon trustees or commissioners, distinct from them; so that often the Corporations have hardly any duties to perform. They have the nominal government of the town; but the efficient duties, and the responsibility, have been transferred to other hands.'"<sup>1</sup>

There is an interesting story in the historical evolution of the local government officer for anyone who has the inclination to write it, but it does not come within the scope of this book.

With the march of time and the creation of a nation came the evolution of an administrative system. Taxes have been collected throughout the ages, in the first instance for defence or conquest. It was when a portion of those taxes was devoted to local or social purposes that the first principles of local government were established. From the granting of the first charter, central and local respon-

<sup>1</sup> Royal Commission on Municipal Corporations, 1834.

## Introduction

sibilities took different courses, and in due time there emerged two distinct classes of officers—the civil service and the local government service.

As in the case of all British institutions the place and the work of the local government officer have emerged by a gradual process of evolution; they have not been consciously created.

It was towards the end of the eighteenth century that the inadequacy of the old standards became apparent. More than that, their ineffectiveness was rapidly becoming a menace. The story is told in the four volumes of evidence and the Report of the Royal Commission on Municipal Corporations published in 1834. The foundations of the present plan of dividing the country into local government areas were laid by the Municipal Corporations Act, 1835. From that year and for nearly a century, Parliament created a number of types of local authorities and in time abolished others. It experimented with administrative areas and *ad hoc* bodies functioning for specific purposes. In addition, Parliament, never doubting the ability of local government authorities to carry additional burdens, passed innumerable enactments authorizing them to undertake further responsibilities, and it did so without giving any serious thought to the question whether the system was equal to the task. The authorities were left to devise their own administrative plans and appoint such officers as they thought fit to

## *The Local Government Officer*

carry out the work. During the present century, however, the tendency has been to condense local government administration into four main groups of authorities—the county councils, boroughs, urban and rural district councils.

During the present century functions have been transferred, *ad hoc* bodies abolished and areas rearranged on a scale which has equalled the measure of the multiplicity of authorities during the last century.

We must, then, accept the functions of the local government officer to-day as the inevitable consequences emerging from a series of governmental efforts to meet the changing standards of living brought about by what we like to call civilization. There can be very little doubt that human beings have been subjected to varying degrees of "officialdom" from the time when men and women first herded together in groups to fight the forces of nature, and that as we have progressed towards the present highly complicated and complex system of city and town life the position of the official has become more clearly defined. At one time the duties were so light that the amateur or elected person could do them, but to-day they mean both a profession and a career.

# THE LOCAL GOVERNMENT OFFICER

## CHAPTER I

### *The Council and the Officer*

“The best form of government is government by the best men”—

PLATO

THERE are no paid officers in local government who are directly elected by the votes of the people, or nominated by the central government. The councillors represent the ratepayers, are elected by the votes of the ratepayers, and receive no remuneration for the services which they render to the town. The mayors and aldermen are chosen by their colleagues on the council, and although many mayors receive allowances towards the expenses of their office, such as entertaining, that is not regarded in any way as a salary. In fact, most of the mayors spend quite a sum of their own money on entertaining and in subscriptions to charities. The council (the elected body) is responsible for the policy of local administration, whilst the salaried staff is the executive. The councillor may be said “to have no individual

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or separate existence other than as a constituent part or unit of the corporate body to which he belongs." He cannot, in other words, give any instructions to the officers of the authority, unless the power has been delegated to him by the council; he is not entitled to visit and inspect any of the local authority's works, unless he is so directed by or receives permission from the council; and these limitations apply even to the chairman of a committee.

The officer, on the other hand, is responsible for carrying out the decisions of the council; he is not responsible for the determination of policy; his functions as an expert are limited to those of advice and explanation, not criticism. Although he is not bound to do so, it frequently happens that an officer may advise a councillor on the working of a notice of motion or amendment and it also frequently happens that, at the request of an individual councillor, an officer may give him the benefit of his knowledge and advice.

Although there is a clear definition of the legal positions of councillors and of officers, there is a common-sense interpretation of their respective spheres and co-operation and goodwill on both sides, which is better than all the law.

When we are trying to measure the gains and losses caused by the growth of local government we must certainly put on the side of our gains the



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opportunity which the expansion of local government has given to a large number of citizens to partake in the administration of the affairs of the community. "Service to the people of this country," once said Earl Baldwin, when he was Prime Minister, "is a tradition; it is in our bones; and we have to do it."

Local government is much nearer home than Central government; its range of activities is wide; the interests are varied enough to suit all tastes; and it need not be associated in any way with party politics. Consequently, it offers scope for rendering service to the community by many people who would not look at parliamentary work. At the same time, for anyone with an eye on St. Stephen's, local government is the very best nursery. Support for this view has been forthcoming from Viscount Elmley, Member of Parliament for Norfolk East, who concluded a recent letter to the Press by saying, "So long ago as 1934, two eminent Members of Parliament—Sir Henry Jackson, Bart., and Sir William Jenkins—both stressed the fact that experience of a town council was the best experience for service in the House of Commons and no doubt, should he seek Parliamentary honours, he will remember that he has been initiated in the conduct of public business by virtue of his membership of the 'Mother of Parliaments'—in other words, his local authority."

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Local government is also the nearest thing to democracy we are likely to get. For some it moves too slowly, for others it goes too far, but if we really want democratic government we must put up with its disadvantages as well as its advantages. Again, we must remember, that some things in local government are outside the control of either the councillor or the officer.

The ebb and flow of Parliamentary legislation concerning local government is one. Within the local authority's council chamber, there is the varying *tempo* of enthusiasm for things to be done. This is often affected by the transfer of control from one party to another as the result of a local government election. It is just as well to remember at such times that the horse-power of the local government machine is statutory. When the officer draws the attention of the enthusiast to the limits of authority he must not be suspected of being in opposition to the policy enunciated. When the officer urges more speed and greater activity, he may be responding to demands from Whitehall, and not giving his personal convictions. The man in a hurry causes most of the suspicion and misunderstanding. Let me quote here from what I think is the most momentous document issued in America since the Declaration of Independence. Government as an institution, it says, "stands across the path of those who mistakenly assert that democracy must

## *The Council and the Officer*

fail because it can neither decide promptly nor act vigorously.”<sup>1</sup>

Anyone who calls local government a bureaucracy is committing a wilful disservice. A bureaucracy “is a system of governmental functioning in which, as a matter of fact, the politically irresponsible department and bureau staffs, rather than the elected representatives of the people determine major public policy. It is nominally responsible government which is out of responsible control. A bureaucracy fixes its own policies to suit itself, and thus, generally, to keep itself in power. It is often characterized by insolence of office, the desire for further power, great impatience with the ordinary man, and colossal incapacity to appreciate fundamental social and economic changes and the popular desires and needs springing therefrom.”<sup>2</sup>

Local government as we know it to-day is a representative system, and, in addition, if a local authority exceeds its powers, a remedy can be found through the Law Courts. Here we have a valued safeguard. Whilst our system of justice applies the same laws to officials, to councillors, and to the public, through the same Courts, there can be no fear of a bureaucracy. We are fortunate in finding ourselves without either a bureaucracy or a spoils system in our public

<sup>1</sup> Report of the President's Committee on “Administrative Management in the Government of the United States,” January, 1937 (U.S.A. Printing Office, Washington, D.C.).

<sup>2</sup> *Better Government Personnel* (McGraw-Hill Book Co.), p. 58.

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services, considering that it has developed to its present form without any preconceived plan, and in spite of a deep-rooted and natural objection to control.

Whilst a county, town, urban, or rural council is responsible for the policy of administration as a whole, the details of administration are broken down into a series of departments. The members of a council after their election divide themselves into committees corresponding with the number of departments and sub-departments. There is no rule governing this point—each local authority creates departments to suit its own requirements or its own idea of organization. The number of separate departments varies with the size of the authority and correspondingly to the number of committees appointed by the council. Moreover, the range of functions of each department is not always uniform throughout the service.

The table on pp. 26–27 will give a general idea of the departmental layout of differing types of authorities.

It will be noted that under the smaller authorities the work is grouped into not more than three or four departments, especially where the local authority does not conduct such trading activities as transport, gas, water, and electricity. Sometimes this limitation of the number of departments adds to the variety of the work coming within the expe-

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rience of those employed, while sometimes the work in departments of large authorities tends to be sectionalized.

The chairman of each committee is responsible to the council and the public for the decisions and policy of his committee, and tribute should be paid to the ability and conscientiousness of a large number of citizens who accept this responsibility. Chairmen as a general rule put forward their reports with the same enthusiasm that they would in conducting their own private concerns. Men in a comparatively small way of business often find that local government gives them scope for large scale administration, and greater freedom to exercise a natural ability, which their own smaller scale and private occupations deny them.

It is a significant feature of local government that the chairman of a committee gives his best to local government development schemes which, by their very nature, are often contrary to his personal economic philosophy, especially if he is engaged in private enterprise.

The work of each department is carried out by a chief officer, a number of principal assistants, and a staff. These officers can be divided into the professional or technical officers and the "lay" or administrative and clerical staff.

The head of the department is responsible for making reports and giving advice to his committee,



# ANALYSIS OF DEPARTMENTS

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Lancashire C.C. Population 1,809,120	Manchester C.B. Population 730,307	Hampstead M.B. Population 86,153	Keighley B. Population 41,942	Barton-upon- Irwell R.D.C. Population 10,110	The Local Government Officer
Clerk's	Clerk's	Clerk's	Clerk's	Clerk's	
Public Assistance	Public Assistance	—	—	—	
—	Stationery	—	—	—	
—	Court of Record	—	—	—	
Treasurer's	Treasurer's	Treasurer's	Treasurer's	Treasurer's	
—	Rating and Valuation	—	—	—	
Health	Health	Health	Health	Health	
Tuberculosis	—	—	—	—	
Education	Education	—	Education	—	
—	Libraries	Libraries	Libraries	—	
—	Art Gallery	—	Museum	—	
—	Engineer's	Engineer's	Engineer's	—	
Surveyor's	Surveyor's	—	—	Surveyor's	

—	Estates	—	—	—	The Council and the Officer
Architect's	Architect's	—	Architect's	—	
—	Cleansing	—	—	Sanitary	
—	Buildings	—	—	—	
—	Rivers	—	—	—	
—	Baths	Baths	Baths	—	
Agricultural	—	—	—	—	
—	—	—	—	—	
—	Gas	—	Gas	—	
—	Electricity	Electricity	Electricity	—	
—	Water	—	Water	—	
—	Transport	—	Transport	—	
—	Watch	—	—	—	
—	—	—	Fire Brigade	—	
—	Market	—	—	—	
—	Weights and Measures	—	—	—	
—	Parks and Cemeteries	Cemetery	Parks, Cemeteries, and Allotments	—	

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Extract from p. 115 of *A Century of Municipal Progress* (George Allen & Unwin).

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and except in legal matters, with which the town clerk deals, and the financial questions, with which the borough treasurer deals, he is the sole adviser of the committee. It is because of this system that heads of departments hold professional or technical qualifications, and are not appointed as administrators like the principal officers of civil service departments. On the other hand, local government heads of departments must acquire a considerable amount of administrative ability to hold their positions effectively, but this they usually get by experience.

It is to the credit of the members of the various local authority councils that even during the last century they voluntarily appointed men and women officers with the professional or technical qualifications suitable to each department. This practice became general mainly because the persons elected by the ratepayers of the town were men of business, integrity and high social standing, who realized the importance of having properly qualified officials to carry out their policy with efficiency and skill. Common sense and common practice therefore laid the foundations of a career service in the very beginnings of our modern system of local government.

The strict departmentalization of local government does not mean that there is an absence of co-ordination. As no local authority can do anything for which it has no statutory authority, it follows that every department must at times be

## *The Council and the Officer*

advised on legal and statutory questions. That requirement has produced the general practice of appointing a lawyer as town clerk. He is recognized as the principal officer of the authority and by virtue of the legal nexus he has become recognized as the administrative head. He is in close touch with the work of every department, and he is constantly in consultation with the heads of departments and chairmen of committees. He must advise the council on what it can do and what it cannot do.

The cost of departmental activity must bear relation to the total amount which has been budgeted for during the financial year, and in this sense the main financial artery runs from the borough treasurer's department into all the other departments and sub-departments. There is, therefore, a degree of financial control, in some towns complete and in others less so. Therefore the finance officer acts in this sense as general adviser.

The relationship of the Council to the paid staff is similar to that of a board of directors and the administrators and workpeople of a large industry. The Council, therefore, is the employer. It is begging the question to say that "The Ratepayers" are the employers, although I am afraid that bogey is too often used by men who are not big enough for the task which they have undertaken, or want to shirk a responsibility which they tacitly accepted when they offered themselves for election.

## *The Council and the Officer*

(the members of the council) are often elected on party lines and, like the employers in the business world, they are in close touch with the officials, and actually decide their salaries and service conditions.

It is most essential, therefore, that the local government officer should show no political bias in his work, and that he should give his best services to those who are elected to the council for the time being. No employer should expect more than whole-hearted co-operation and the efficient execution of his decisions. No employee or official should give less.

## *Service Conditions*

celling out the property of the public among the nominees of kings and ministers.”

The legacy of low salaries which has been inherited from Jeremy Bentham should not obsess our minds to the exclusion of his philosophy. Bentham knew only the misuse of trust for mercenary motives and sought to preserve the ideal by removing the temptation. The idea of making the public service a career occupation had not then emerged. The modern Bentham realizes that by the recognition of ability rather than the office. It is to-day necessary to remove the temptation of more lucrative occupation by offering the public servant adequate and compensating service conditions. The salary is the first and most important part of an officer's service conditions. Although there is no national scale, there is a “strong resemblance” running through the pay sheets, and from amongst a large number of returns, scales which are actually being paid to-day and which are as representative as anything can be, are given in *Appendix I*.

Salary scales are essential. They are the guarantee of a fair deal offered to those who are asked to consider entering local government as a career. If the scales are not as good as those offered by banks, the civil service, insurance offices, also commercial houses, then we must not complain if these get the cream of the nation's youth. Further, the salaries of local government officers must not be



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each individual case (other than in exceptional circumstances), they should adopt definite scales, the whole staff being organized in appropriate classes. This is usually far the better plan; the whole field of the local authorities' service can then be more fully surveyed with such periodical review as may be necessary, and the work is likely to be better organized.<sup>1</sup>

Generally speaking the lower grade salary scales in local government are lower than those which apply to the Civil Service, but the highest salaries are much better. Seventy per cent of all local government officers receive no more than £260 per annum; 22 per cent receive between £260 and £450 per annum. That fact may be an uncomfortable piece of news for those who want to believe otherwise, and it is all the more important when one realizes that in local government the "works" are brains and not machinery. Salaries and wages must always be a big item in any business which depends more upon man power than mechanical power. The health of the people cannot be protected, nor children be educated, by machinery. If that were possible, the "business man" would say that it should be done by the best plant. The argument is just as sound when it concerns personnel. The "Hadow" Committee wants the best material to make local government a career service. That material will only be attracted by adequate service conditions. These need not be *all salary*. Service conditions mean salary,

<sup>1</sup> *Eleventh Annual Report of the Ministry of Health, 1929-30* (pp. 135-136).

## *Service Conditions*

qualifications and administrative ability. Practically all the advocates of reform in the system of staffing local authorities lean towards an equation of the conditions governing the selection and qualities of the civil servant and the local government officer. But no one has attempted to value the general practice of conferring "honours" on civil servants. A more generous recognition of the public service rendered by local government officers would play an important part in the elevation of the status and prestige of local government.

A more or less general picture of the service conditions in local government is given in *Appendix 2*. This chart represents the result of answers to a questionnaire returned by over seven hundred local authorities, including the majority of the larger ones.

Employment under a local authority is in practice similar to employment in other large-scale operations. It is somewhere between Bentham's theory and the mother's description to a neighbour when her boy got a junior position at the Town Hall. "He's got a job for life and a pension afterwards," she proudly explained. Only those appointments mentioned in the chapter on "Recruitment and Training" are protected by any kind of official or central authority. All the rest of the officers are subject to the terms of their appointment, which means as a rule "a month's notice on either side."

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Private Bill. Rather less than forty local authorities had set up superannuation schemes by this method when the Local Government and Other Officers' Superannuation Act was passed in 1922. The Act was adoptive and conferred on all local authorities the right to set up superannuation funds, but conferred no rights on their officers unless the local authorities agreed by a two-thirds majority to adopt the Act and named the posts to be included in the scheme. The officers were given no option to 'contract out' and contributions to the Superannuation Fund could legally be deducted from their salaries. On the other hand it gave power to the local authorities to include certain officers and exclude other officers on any pretext whatever. It is only fair to say that the large majority of local authorities exercised their powers quite fairly in the interests of all their officers.

A novel feature of the Act was that which enabled an officer or servant, in transferring from one local authority which had adopted the Act to another such authority, to carry with him the superannuation rights which had already accrued to him by reason of his previous service. Where an officer or servant transferred from an established post in the service of one local authority, with the consent of that authority, and, within six months of leaving its service, secured an established post in the service of another local authority, the local authority from



## *Service Conditions*

The Local Government Superannuation Acts, 1937, now govern the situation as regards the future. There were two Acts, one for England and Wales and the other for Scotland. Both received Royal Assent on July 30, 1937. The former Act will come into operation on April 1, 1939, and the Scottish Act on May 16, 1939. Both Acts follow largely the Act of 1922 which they replace, with one or two notable improvements. It is possible under the 1937 Act for an officer to take his pension jointly with his wife by accepting a reduced pension on retirement, part of which would continue payable to his widow in the event of his death. Pension is calculated on the average salary for the last five years of service at one-sixtieth for each year of contributory service and one-one hundred and twentieth for each year of non-contributory service. Power is given to the employing authority to increase the basis of calculation for non-contributory service up to the full rate. The Act of 1937, in addition, gives an option to the retiring officer, where the local authority does not use its powers generously, to pay additional sums into the superannuation fund in order to acquire the right to receive a pension up to but not exceeding forty-sixtieths of salary.

Officers who come under the 1922 Act contribute 5 per cent of their salary to the superannuation fund, but those who come under the 1937 Acts will contribute 6 per cent. There are special rates of con-

## *Service Conditions*

retaining superannuation rights when an officer transfers from the local government service to the Civil Service, and the best one can say of them is that they are very half-hearted arrangements. Some day we shall see the wisdom of interchangeability between all sections of the public services and the carry forward principle concerning superannuation.

The general Acts relating to the superannuation of persons in sections of the local government service not covered by the Local Government Superannuation Acts of 1937, are:

Elementary School Teachers (Superannuation) Act, 1898;

Probationers' Offenders Act, 1907;

Teachers (Superannuation) Acts, 1925 and 1937;

Police Pensions Act, 1921;

Fire Brigade Pensions Acts, 1925 and 1929;

Asylums Officers' Superannuation Act, 1909;

Asylums and Certified Institutions (Officers Pensions) Act, 1918;

Local Government (Clerks) Act, 1931;

Poor Law Officers' Superannuation Act, 1896:

(Repealed subject to preservation of existing superannuation rights).

Unemployment Act, 1934	{	Contain provisions in case of interchange between the Civil Service and the Local Government Service.
Superannuation Act, 1935		

### *Service Conditions*

The passing of the Widows', Orphans' and Old Age Contributory Pensions (Voluntary Contributors) Act, 1937, which operates from January 3, 1938, introduces a new system of voluntary insurance for pensions and breaks the interlocking between the Health and Pensions Insurance.

The Act provides in the case of voluntary contributors who qualified under the original Act that they shall have the option of continuing their insurance under the provisions of the original Act, or transferring to the appropriate provisions of the 1937 Act, which will enable them to contribute for pensions only and disregard the National Health Insurance. In the case, however, of persons qualifying for voluntary insurance after January 2, 1938, the provisions of the 1937 Act will automatically apply. This change of condition will most seriously affect officers engaged in excepted employment, as they will be prevented from taking up voluntary insurance for all benefits of the Health and Pensions Acts as their colleagues have done in the past. Section 9 of the Pensions Act, 1937, provides for such officers to become voluntary contributors, when they cease to come within the scope of the certificate by reason of their salary exceeding the insurable limit (£250 per annum) for such benefits and subject to the same conditions as when they were in excepted employment.

It will, therefore, be seen that local government



## *Service Conditions*

### COMPENSATION PROVISIONS

From 1867 Parliament has accepted the principle that when a local government officer loses his employment or suffers a reduction in salary and status in consequence of an alteration in the law, compensation should be paid to him. The alteration of boundaries, the abolition of an authority, or the transfer of some function from one type of authority to another, frequently leaves local government officers without hope of progress and even without a job. These changes are in no sense due to the fault or the action of the officers concerned, but may represent a change in national policy arising from a change of government.

Public servants who have made local government their career, who have been specially trained for it, and who, therefore, have a reduced market value in the outside world, cannot be thrown on the scrap heap at such times of change. Therefore, the principle of including in new legislation of this character some provision for compensation on abolition of office has followed the precedent of the civil service. Various general public Acts and many local authorities' private Acts include compensation provisions.

The provisions of Section 150 of, and the Fourth Schedule to, the Local Government Act, 1933, constitute a considered code of application, not only in the case of Orders or Schemes made under that

### *Service Conditions*

employed by a municipal authority who are gas and water undertakers for any city, borough, town, or place wilfully and maliciously breaks a contract of service with that authority, knowing or having reasonable cause to believe that the probable consequence of his so doing, either alone or in combination with others, will be to deprive the inhabitants of that city, borough, town, or place wholly or to a great extent of the supply of gas or water, he shall on conviction by a court of summary jurisdiction or on indictment, be liable to a penalty not exceeding £20 or to imprisonment for a term not exceeding three months, with or without hard labour.

Section 31 of the Electricity Supply Act, 1919, extends the provisions of the above section to persons employed by a joint electricity authority or by any authorized undertakers. Under this Act "authorized undertakers" include a local authority or a combination of local authorities or a joint electricity authority. It is further provided by section 5 of the Act of 1875 that where a person wilfully and maliciously breaks a contract of service or of hiring, knowing or having reasonable cause to believe that the probable consequence of his so doing, either alone or in combination with others, will be to endanger human life or cause serious bodily injury or to expose valuable property, whether real or personal, to destruction or serious injury, he shall

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any general strike. Apart from this, there is nothing necessarily illegal in a strike or in the authorization of a strike, or in the undertaking of the management or direction of a strike, but a strike may become illegal if it is attended with circumstances such as a breach of contract or intimidation, which make it illegal. For instance, a local government officer who by the terms of his employment is required to give one month's notice could be sued for damages for breach of contract if he were to cease work without having given the proper notice.

### OTHER LEGAL PROVISIONS

Generally speaking all local government officers must work under the council, who are responsible as a body for the policy in local government. In some cases, however, the law requires officers to do certain things which are outside the control of the council; for instance, in the conduct of elections the town clerk is not under control; also, the borough or county treasurer must disobey any orders instructing him to make illegal payments. These exceptions to the general rule that the officers must carry out the policy of the council are well-known to both sides, and are seldom the cause of trouble.

Local authorities are large buyers of materials and parties to important and expensive contracts. Those who enter into these contracts are not spend-

### *Service Conditions*

affairs or business, or for showing or forbearing to show favour or disfavour to any person in relation to his principal's affairs or business or, if any person corruptly gives or agrees to give or offers any gift or consideration to any agent as an inducement or reward for doing or forbearing to do any act in relation to his principal's affairs or business, or for showing or forbearing to show favour or disfavour to any person in relation to his principal's affairs or business: he shall be guilty of a misdemeanour and shall be liable

- (1) on conviction—on indictment to imprisonment for not exceeding two years, or to a fine not exceeding £500, or to both;
- (2) on summary conviction to imprisonment for not exceeding four months, or to a fine not exceeding £50, or to both.

An officer serving any local authority is an agent within the meaning of this Act. Both the Public Bodies Corrupt Practices Act, 1889, and the Prevention of Corruption Act, 1906, were amended and strengthened by the Prevention of Corruption Act, 1916, more particularly by throwing the onus of proof that the gift, etc., was not received or given corruptly on the accused where a contract for a local authority or other public body is concerned.



## *Service Conditions*

number of hours, however, rarely exceeds 39, whilst in many local authorities, 38 is a common working week. In London, it is usual for officers to have only 1 hour for lunch, but in the province  $1\frac{1}{4}$  or  $1\frac{1}{2}$  hours is often given and this enables the officers to get home for a meal. They make up this extra time by starting earlier in the morning, or closing later in the evening than their metropolitan colleagues.

Another practice which is of recent innovation and is rapidly becoming popular is the "Saturday morning leave." Some local authorities arrange for a "rota" whereby the officers have one Saturday morning free in three or four.

### OVERTIME

Overtime, in the industrial sense of the term, is virtually unknown in the local government service. When extra hours are worked, it is the usual practice to grant "tea money" which rarely covers and more rarely still exceeds the cost of a meal. Chief officers and committee clerks are the most suffering victims of extra hours, for it is a common and growing practice to have committee and council meetings during week-day evenings, and in some instances on Saturday afternoons. In some cases, these extra hours are compensated for by time off during the day or by an addition to public and annual holidays.

This question has not, however, been satisfactorily

## CHAPTER III

### *Recruitment and Training*

I hold every man a debtor to his profession, from the which as men do of course seek to receive countenance and profits, so ought they of duty to endeavour themselves, by way of amends, to be a help and an ornament thereunto.

FRANCIS BACON

It will be obvious that the multifarious duties now carried out by local authorities, and the vast amount of administrative detail involved, necessitate the employment of a large subordinate staff of assistants and clerical workers. A glance at the principal activities of a local authority will give some idea of the varied nature of the services. They embrace public health (including the provision of the various medical services), public sanitation (including water supply, sewage and refuse disposal), relief of the poor, education, police, fire brigade service, construction and maintenance of roads and bridges, and provision and maintenance of open spaces, recreation grounds and allotment lands, architecture (including housing and supervision of building), town and country planning, rating and valuation, in many cases trading undertakings, such as the supply of water, electricity, gas and transport, supervision of weights and measures, and supervision of agriculture, including land settlement.

## *Recruitment and Training*

is insisted upon, with the matriculation standard. The proportion of officers in all departments who have their professional ticket is noticeably higher in these cases also, and this, of course, is partly due to the fact that the matriculation examination has in many cases given exemption from the preliminary professional examinations and the juniors have proceeded to the professional studies without any lapse in the habit of study.

Probably 90 per cent of the present staffs of local authorities were originally recruited as juniors at fourteen plus to sixteen years of age; and from this great reservoir a large proportion of the heads of departments have emerged by promotion. There is a growing tendency to advertise for junior officials, but rarely is an appointment made from a distant town, because the salary offered is insufficient to enable the youth to live away from home. Cost of board, lodgings, and laundry must be met; if he is to make himself proficient, tuition and examination fees have to be paid; and provision made for the holidays and recreation so necessary for the enjoyment of a healthy life. He should also be interested in various social affairs in order to become a useful citizen. All this will cost money.

In some instances, however, persons of mature years who have obtained a professional or technical qualification outside the service, are appointed, usually after public advertisement.

## *Recruitment and Training*

forward, and that those officers shall in future be separate and distinct.

The clerk is usually a member of the legal profession except in the case of some small authorities. To attain professional status in the clerk's department an officer usually qualifies as a solicitor, and for this purpose he must not only pass examinations, but he must also enter into articles with a practising solicitor for a period of five years (or three years in the case of a university graduate). When the town clerk is a solicitor, it is possible for an officer to be articled to him. It is also possible for duly qualified assistants to grant articles to pupils, who may or may not be salaried officers of the local authority. In addition, the officer must attend an approved law school for a course of lectures; but such lectures may be undertaken in the evenings, and need not interfere with the officer's continued employment in the local government service.

In some cases an officer can attain professional status by taking the examinations of the Council for Legal Education and qualifying as a barrister-at-law. This involves passing a prescribed examination and being a registered member of one of the Inns of Court. The university degree of Bachelor of Laws is frequently taken by officers who ultimately attain professional rank.

It will thus be seen that the junior entrants to the service can qualify professionally and eventually



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body. In some instances, chartered accountants are appointed to the staff of the treasurer's department, but it is usual for local authorities to expect the qualifications of the Institute of Municipal Treasurers and Accountants, or the Society of Incorporated Accountants and Auditors for the higher posts.

Where a costing system is in operation, officers engaged on this work usually take the examinations of the Institute of Cost and Works Accountants.

### RATING AND VALUATION DEPARTMENT

In some authorities the rating and valuation work is undertaken by the treasurer's department, in others a separate rating and valuation department is established. The Incorporated Association of Rating and Valuation Officers conducts a professional examination, and junior entrants to the service may enter for the final examination after three years' experience in a rating and valuation department or other similar office of a local authority.

### PUBLIC HEALTH DEPARTMENT

(a) *Medical Officers*.—The position of chief officer of the public health department is governed by Statutory Rules and Orders, 1926, No. 552, paragraph 5, of which reads: "A person shall not be qualified to be hereafter appointed or re-appointed as a medical officer of health of any district or

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- (b) A certificate of the late Sanitary Inspectors' Examination Board; or
- (c) A certificate issued before the 1st day of January, 1899, by the Sanitary Institute, now known as the Royal Sanitary Institute; or
- (d) In the case of an appointment as sanitary inspector of a district or combination of districts outside London a certificate of the Royal Sanitary Institute issued before the 1st day of January, 1926.

Provided that if the local authority employ a qualified veterinary surgeon for purposes connected with the inspection of meat, they may, with the approval of the Minister, appoint him as a sanitary inspector for the purpose only of exercising the powers and duties of such an officer in relation to meat notwithstanding that he does not possess one of the qualifications prescribed by this Article.

An officer who has attained the age of twenty-one may present himself for the examinations of the Royal Sanitary Institute and the Sanitary Inspectors' Examinations Joint Board if he can show that he has had at least one year's practical experience in a public health department and has attended a six months' course of lectures at a school approved by the Examinations Board. The course of lectures may be taken in the evening. A junior clerk in the medical officer's department can therefore qualify as a sanitary inspector whilst in the service.

The qualification for women sanitary inspectors is the same as that required for men sanitary inspectors, namely, the qualifying certificate of the Royal Sanitary Institute and the Sanitary Inspectors' Examination Joint Board. It is more difficult

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- (b) women who have undergone an approved course of training in public health work lasting for two years, together with six months' training in hospital and who have obtained the certificate of the Central Midwives' Board; or
- (c) existing health visitors who have completed at least three years' satisfactory service.

The health visitors' certificate is granted by the Royal Sanitary Institute.

(d) *Midwives*.—In order to practice as a midwife it is necessary to obtain the certificate of the Central Midwives Board which has prescribed courses of training approved by the Minister of Health both for qualified nurses and for those who have not so qualified. This qualification is also necessary for public health work in such appointments as health visitor and usually for district nursing.

The principal object of the Midwives Act, 1936, is to secure the organization throughout the country of a domiciliary service of salaried midwives under the control of local supervising authorities as an important step in the improvement of the maternity services and in the campaign for reducing maternal mortality. Under section 6 of the Act, the Minister of Health may, by order, apply the section to the area of any local supervising authority or to any county district contained therein, when he is satisfied that that authority has secured the provision



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Board the power to frame rules requiring midwives to attend periodically courses of instruction approved by the Board and local supervising authorities are required to provide, or arrange for the provision of, the necessary courses for midwives practising in their areas.

(e) *Hospitals*.—The chief officers of general and mental hospitals, and general clinics under the control of the local authorities whether organized in public health departments or in public assistance departments, must be fully qualified medical practitioners. The heads of tuberculosis sanatoria and clinics must be doctors with special qualifications in connection with the prevention and cure of phthisis. Their appointment and dismissal are subject to the consent of the Minister of Health.

There are also many subordinate posts in these institutions for which medical qualifications are required. The domestic and orderly staff, however, are ordinarily recruited through the employment exchanges.

The Nurses' Registration Act, 1919, standardized the professional training of nurses and set up bodies known as the General Nursing Councils for England and Wales, for Scotland and for Ireland. Each body approves hospitals which satisfy the required conditions as training schools, maintains the Register of Nurses and conducts the various examinations which nurses must pass in order to have their names

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joint appointment of one or more of the councils concurring in the appointment.

- (2) Any such council may also appoint a deputy agricultural analyst, who shall in the case of the illness, incapacity, or absence of the agricultural analyst, or pending the appointment of the agricultural analyst, have all the powers and duties of the agricultural analyst; and where the deputy acts, this Act shall apply as if he were the agricultural analyst.
- (3) The appointment by a council of the agricultural analyst, or deputy agricultural analyst, inspectors, and official samplers, shall be subject to the approval of the Minister.
- (4) A person while holding the office of official sampler shall not engage in farming or any business connected with the manufacture, sale or importation of articles used as fertilizers of the soil or as food for cattle or poultry.
- (5) The council of a county or county borough may concur with one or more other such councils in making any appointment which they are required or authorized to make under this section and as to the apportionment amongst the several councils of the expenses of any such joint appointment, but this power shall be in addition to and not in derogation of the power conferred on councils by the Local Government Act, 1888, to appoint joint committees for the purposes of this Act.

In almost every case, these men are university graduates in chemistry or bacteriology and many of them hold qualifications indicated by membership of the Institute of Chemistry. There are subordinate posts in the laboratories in the larger cities for which qualifications in chemistry are necessary. These are nearly always filled by the recruitment of graduates of universities or technical schools. Persons are

## *Recruitment and Training*

### ENGINEERING AND SURVEYING

In the field of engineering and surveying the practice of local authorities is probably more varied than in any other. The number of departments between which this work is divided and the names of the departments are not standardized in the larger areas and this difficulty is met with in each type of authority down almost to the smallest authority, where the work is mostly performed under one chief official. The approval of the Minister of Transport is required in certain cases to the appointment, retention, or dismissal of a surveyor or engineer.

The professional qualification in this case is usually the University degree of B.sc. (Engineering) or membership of the Institution of Civil Engineers, the Institution of Municipal and County Engineers, or the Chartered Surveyors Institute. Training may be secured either at a university or a technical school, or by apprenticeship to a practising engineer.

On the technical side, an officer may present himself for the examinations of the Institution of Municipal and County Engineers for the following certificates:

- (a) Testamur Examination;
- (b) Certificate in County and Highways Engineering;
- (c) Certificate in Town Planning.

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management comes within the jurisdiction of one of the larger departments.

Where a separate department exists, the work of town planning is usually undertaken by a special officer who may be a member of the Town Planning Institute and often also of the Chartered Surveyors' Institute, or the Royal Institute of British Architects. Juniors attached to this office are usually first trained as engineers and later take the examination of the Town Planning Institute.

Where there is a special department responsible for work of this character the officer in control of housing estate management is likely to be a member of the Royal Institute of British Architects, if the work is chiefly concerned with design and construction. If the construction period is over, the usual thing is to have a member of the Chartered Surveyors' Institution or the Incorporated Society of Auctioneers and Landed Property Agents in charge. Here again training of juniors is usually by apprenticeship.

It is becoming customary for local authorities to appoint women housing estate managers who are trained on the Octavia Hill principle. Training schemes are now mainly centralized in the Society of Women Housing Estate Managers which arranges the practical and theoretical work of students of house property management in London and at certain centres in the provinces. Candidates accepted



## *Recruitment and Training*

out the administrative area. The qualifications required are a general knowledge of land agency work; the diploma of the Chartered Surveyors' Institute and/or the diploma of the Chartered Land Agents' Society.

### AGRICULTURE

In all County Councils matters affecting agriculture are dealt with by an Agricultural Committee, except in the case of Agricultural Education which may be administered by either the Agricultural or the Education Committee.

There is generally a chief agricultural officer who is also county land agent and who may have an assistant. The qualifications for these posts are those of members of the Land Agents' Society or the Surveyors' Institute and the possession of such a qualification, is practically a necessity.

In regard to agricultural education this sub-department, or in certain counties a full department, is under the supervision of an agricultural organiser who, in these days, must be a graduate of a university, with sound practical knowledge. There are cases where an organizer is appointed who is not a graduate, but is a holder of one or more of the diplomas mentioned below.

The staff of the agricultural organizer may comprise the following officers:

Assistant agricultural organiser, who may or may

## *Recruitment and Training*

in the service, or of mature years originally appointed from outside the service (university graduates and teachers). It will thus be seen that the chances for a junior entering the service of this department to rise to the chief post are influenced considerably by (a) a degree of a British university and (b) teaching experience.

Examples of other posts under local education authorities include blind persons or mental deficiency welfare officers, school attendance officers and juvenile employment officers.

Inspectors of schools and organizers for special subjects, such as physical training, domestic science, and handwork, are also appointed. No specific qualifications are recognized for these posts, although, not infrequently, officers prepare for the degree examinations of a British university, or for a professional qualification.

### LIBRARIES DEPARTMENT

The Library Association awards a diploma on the results of an intermediate examination and a final examination. These examinations are open to officers who have worked for not less than twenty-four hours a week for at least three years as members of the administrative staff of one or more libraries approved by the council of the Library Association. It is possible, therefore, for a junior entrant to the service

## *Recruitment and Training*

Poor Law Examinations Board conducts examinations for officers engaged in each of these strata, the first being covered by the relieving officer's certificate, the second by the institutional officer's certificate, and the third by the clerical officer's certificate. These examinations, a more detailed account of which appears later on, have undoubtedly tended to raise the "tone" and the efficiency of the public assistance service.

Article 159 of the Public Assistance Order, 1930, provides that "no person shall be appointed to be a Public Assistance Officer, Assistant or Deputy Public Assistance Officer, Master, Superintendent, Steward or Relieving Officer who has not had previous experience as an officer in local government or poor law administration in an office the duties of which are similar to those of the office to which it is proposed to appoint him or such other experience as the council, with the consent of the Minister, may prescribe:

Provided that nothing in this Article contained shall prevent the council from appointing a person to be a Relieving Officer who holds the Relieving Officer's Certificate issued by the Poor Law Examinations Board, or a Superintendent who holds the Master's certificate issued by that Board."

There are two qualifications for members of the public assistance department staff, which may be regarded as of a vocational character; they are the



## *Recruitment and Training*

### WEIGHTS AND MEASURES DEPARTMENT

The post of inspector of weights and measures is governed by Statutory Rules and Orders, 1907, No. 698, made in accordance with paragraph 2 of the Schedule of the Weights and Measures Act, 1904, which states that no person can be appointed by the local authority to act as an inspector of weights and measures unless he has obtained a certificate of qualification from the Board of Trade (section 8 of the Act of 1904). Every inspector, as soon as he is appointed, must enter into recognizance to the Crown in the sum of £200 for the due performance of his duties (section 43 of the Act of 1878). The penalty for any breach of duty imposed by the Weights and Measures Acts or the Board of Trade Regulations under the Act of 1904 is a fine not exceeding £5 (section 49 of the Act of 1878 and 5 (4) of the Act of 1904). An inspector must not be financially interested in the making, adjusting, or selling of weights, measures, and instruments (sections 12 (1) of the Acts of 1889).

Section 8 (3) of the Act of 1904 provides that no person other than an inspector duly appointed under the Weights and Measures Act should act as such inspector, under a penalty of £10, or £20 for a repeated offence. An inspector must accordingly be careful never to delegate to an assistant any of his statutory duties in such a way that the assistant

## *Recruitment and Training*

Gas, water, electricity, transport, and, to a growing extent, airports are provided by corporations. One local authority owns its own telephone service, and at least one authority a printing and stationery department for the printing and publication of its own documents.

The more general of the public utility services are as a rule organized within separate departments. The chief officer of each department has an appropriate qualification, and there are no special regulations governing entry into them.

(a) *Gas*.—In the case of the gas department it is usual for the chief officer to be a member of the Institution of Gas Engineers, for which there is a qualifying examination.

(b) *Water*.—The chief officer of the water department is usually a member of the Institute of Water Engineers, and in many cases is also a member of the Institution of Civil Engineers.

(c) *Electricity*.—The electrical engineer, who is at the head of the electricity department, is usually a member of the Institution of Electrical Engineers.

(d) *Transport*.—Membership of the Institute of Transport and the Institute of Mechanical Engineers are the usual qualifications of the transport manager, who is the chief officer of the transport department.

(e) *Markets*.—Some local authorities have a separate market department in which there is no professional examination, and consequently any junior

## *Recruitment and Training*

State for Home Affairs. In other places the head is appointed by the appropriate committee, but in no case may such an appointment be made without the approval of the Secretary of State, and a chief constable may be removed only with the consent of the Secretary of State.

Chief constables usually come from one of two sources, (1) by promotion from the police force of the city or by transfer from the police force of another authority, or (2) from outside the police service, usually from among commissioned officers in the Army, Navy, or Air Force.

The subordinate posts in the police service are all filled by promotion from the entry grade of police constable. These men are recruited usually at eighteen to twenty-one years of age from able-bodied men of good character. In all the larger forces they are given a thorough training in the elements of criminal law and police practice. Some of the smaller authorities send their men to the large cities for training. Birmingham offers an outstanding example of this type of service. Between 1920 and 1932, 1,492 men were trained for 22 county forces and 36 boroughs in the Birmingham police training school.

### FIRE BRIGADES

The chief officer of the fire brigade is usually a member of the Institution of Fire Engineers or of

## *Recruitment and Training*

other entrants to the service may rise to the highest positions. When it is realized that a local authority may adopt as many as five hundred designations for various posts in the service, it will be appreciated that it is impracticable to refer to them all. (*See Appendix 3* for a list of officials employed by a large County Borough.)

It is safe to say that they cover every profession, trade, and calling in every walk of life. For instance, chaplains of all denominations, organists, pathologists, journalists, publicity experts, restaurant managers, musicians, golfers, entertainment organizers, canvassers, salesmen, printing and stationery experts, ratcatchers, river pilots, ship's crews, water diviners, air raids precautions officers, are all employed by local authorities. Among the unusual duties performed by the officers of local authorities mention may be made of the administration of the Birmingham Municipal bank, of various Municipal golf courses, and of the Doncaster racecourse.

So far as there exist professional and technical qualifications appropriate to particular departments these have been mentioned in the foregoing survey. Apart from them, however, certain examinations of a general character which might legitimately be regarded as appropriate for lay officers in the service are conducted by various examining bodies. In the majority of cases these are not specially designed to meet the need of local government officers,

## *Recruitment and Training*

in public administration, whilst a number of lay officers for whom the recognized examinations are hardly appropriate take this diploma.

This "in-training" is in the majority of cases done at the officer's own expense, and the study and attendance at classes is in the officer's private time. A few county councils, county boroughs and boroughs pay the fees of officers attending evening classes or pursuing their courses of study in their own time, and, in some cases, allow officers to attend day-time classes. Special examples to be noted are the Manchester Corporation, which pays the whole of the fees of officers taking approved courses and allows time off for study, and the Liverpool Corporation which pays half the fees for the Liverpool University Course in Public Administration. Other local authorities recognize the attainment of an intermediate Diploma, and, later, a Final Diploma, by making monetary grants of an average of £15 for the Intermediate and £20 for the Final Examination, as an acknowledgment of the success and a contribution to the expenditure of the individual. A number of other authorities give a special increment to the salary of an officer, which accelerates his salary increments if he is in a particular grade.

Much, of course, is learned in the daily exercise of the officer's duties. In the case of promotion within the employing authority's service, efficiency, seniority, and examination successes are taken into



## *Recruitment and Training*

engaged in local government have banded themselves together into organizations and societies for the express purpose of studying their departmental problems, exchanging ideas and experience and setting a standard of qualifications of the highest grade. Many have set up their own examination tests and encouraged their staffs to sit for them. So long ago as 1886 the financial officers of local authorities set up an examination system which has become the recognized standard for financial officers in this country. The officers have themselves encouraged open competition for the best men and induced their councils when filling vacancies to make the possession of the appropriate examination certificate an indispensable qualification for the appointment. As the majority of the professional qualifications required are the same as those taken by men engaged in the various professions outside the service there is great virtue in this practice. The examination tests started by the officers themselves have been mainly in the field uncovered by the recognized public examinations. Unstinted tribute was paid to the contribution made by the officers themselves in this direction in the "Hadow" report. It said, "The local government service maintains to-day a high standard. We have heard little serious criticism of officers, and we have been favourably impressed by the evidence given on their behalf. The associations of officers have done a great deal to raise the standards of the service.

## *Recruitment and Training*

Valuation Officers have formed students' societies; students preparing for the examinations conducted by these bodies are registered with the examining body and are grouped together for the purpose of meeting regularly to read papers and discuss current problems which arise during the course of their studies.

The National Association of Local Government Officers conducts correspondence courses for most of the examinations appropriate to the local government service. The tutors are either university teachers or men engaged in the local government service.

Nine universities have established degree or diploma courses in public administration. The curricula for the various diplomas vary a little from one university to another; and generally speaking, the courses necessitate attendance for two or three years at the university for evening lectures.

Finally, the National Association of Local Government Officers has done a great deal to encourage post-entry training in the local government service. The association conducts summer schools extending over a period of one week, at which officers of the local government service from all departments and from all types of local authority attend to hear lectures dealing with general problems of public administration, delivered by university professors or prominent members of the local government service.

## *Recruitment and Training*

appointments have been secured in open competition and after the issue of a public advertisement. Appointments have also been made of persons engaged in private practice when local authorities have entered into a new sphere of activity. For instance, when "housing" first entered into the field of public administration, experts had to be appointed by local authorities, and by the force of circumstances those officers were only to be found outside the service.

While the majority of the chief officers are recruited within the service, our local councils do not believe in "home town jobs for home town boys," to use the American slogan. There is a widespread practice of advertising all vacancies in the Press and throwing them open to the whole service. This is good for the service and the officer. Movement from authority to authority is the greatest asset we possess in training local government officers. The young folk who get out of their "home town" as soon as their qualification and experience wings will carry them are wise; they are in a different class from the moment they make their first move. There is something different in every town and the best experience can be gained by moving to places which are bigger and which have a wider range of activities, although in the early days of this process the smaller authority gives scope for a more comprehensive training because it is not departmentalized to the same degree as a large authority.

## CHAPTER IV

### *Joint Councils*

We should not accept the libel on human nature that it is only under the perpetual stimulant of daily fluctuations of profit and loss that man will do his best work.

SIR ARTHUR SALTER

DURING 1916, the government set up a committee, entitled "The Committee on Relations between Employers and Employed" under the Chairmanship of Rt. Hon. J. H. Whitley, M.P., which recommended the establishment of joint councils and committees representative of employers and employees to deal with all matters of mutual concern affecting any particular industry and thus effect a great advance in industrial harmony. When it was made clear that the recommendations applied equally to the civil service and the local government service, representatives of the associations of local authorities and of the officers' associations held a joint meeting, approved a constitution, and appointed their respective representatives.

On the employers' side there were represented the Association of Municipal Corporations; the County Councils Association; the Urban District Councils Association; the Rural District Councils Association; and the London County Council. On the officers' side the National Association of Local Government

## *Joint Councils*

A North Wales Council was set up on April 21, 1933, covering the whole of the authorities in North Wales and it is now functioning quite effectively. A North Eastern Whitley Council, embracing the counties of Northumberland and Durham and the Cleveland District of Yorkshire, and another representing the authorities and officers in the Isle of Wight, are in course of formation at the present time. A Whitley Council to cover the whole of Scotland has also been formed, but at the date of writing this paragraph not all the representatives had been appointed by their respective authorities, and the first formal meeting had not been held.

Throughout the remainder of the country propaganda has been vigorously conducted during the past few years, when there seemed to be a renaissance of interest in this subject, with the result that there is a growing demand within local government, coming both from the authorities and from the officers, for the establishment of machinery similar to that which has been described earlier in this chapter.

Each provincial council has done a splendid piece of work within its own area. Each has issued a brochure setting out in detail a programme of service conditions covering:

- I. *Establishment of Provincial Council—Conditions formulated.*
- II. *Recruitment Scheme—Admission of Juniors to Local Government Service—Vacancies to be advertised—*



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ing. Each provincial council sends six representatives, three from the employers' side and three from the employees' side, and as new provincial councils are established they will be entitled to appoint their quota of representatives. The functions of the new National Council are set out in the official brochure, and are as follows :

To secure the largest possible measure of joint action between employers and employed for the development of local government administration.

It shall be permissible for the Council to take any action that falls within the scope of the foregoing general definition. Amongst its more specific objects will be the consideration of matters hereinafter mentioned :

- (a) The establishment of Provincial Councils and Local Committees on the lines put forward in the Whitley Reports, having regard in each case to any such organization as may already be in existence.
- (b) Measures for regularizing the service conditions and employment of Local Government Officers.
- (c) The settlement of differences between parties and sections in the service, and the establishment of machinery for this purpose, where it does not already exist, with the object of securing speedy settlement.
- (d) The collection of statistics and information, as and when agreed, on matters appertaining to the services.
- (e) The encouragement of the study of methods of administration, design and research, with a view to improving the services.
- (f) The provision of facilities for the utilization of inventions and improvement in machinery or method, and for the adequate safeguarding of the rights of the designers of such improvements, and to secure that such improvements in method or invention shall give to all parties

## *Joint Councils*

At a conference of representatives of local authorities held in Manchester in November 1934, the Minister of Labour (The Rt. Hon. Oliver Stanley, M.P.), in referring to the work of the Lancashire and Cheshire Council, which had then been operating for fourteen years, said: "One point in connection with your own particular work which we cannot afford to ignore is the effect that your council, and the results of its work, have had upon local government staffs in general. It is the feeling of security which you have given, the feeling that their conditions are dependent not upon a breeze or political tempest which may blow favourably one moment and unfavourably the next, but upon a broadly accepted line of policy throughout the country. It is that feeling of security which so immeasurably enhances their status, and so immeasurably improves their opportunity of doing good and valuable work."

For many years it has been considered that for every service and industry there should be some representative body that can speak authoritatively on its behalf, and a chain of provincial joint councils, linked up to a National Council, will do all that is necessary on that score in local government.

Local joint councils and provincial joint councils of the local authorities and their staffs cannot fail to be useful if all who take part in their deliberations accept the true principles of Whitleyism. Those principles, so far as the local government service is

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the gradual evolution of the present system of local government has been taking place, there has remained unchanged the relationship between the elected representatives—the employers—and the ratepayers. County, town, and district councillors are still the custodians of the ratepayers' interests. Both sides recognize that; but it is not so frankly admitted by the elected representatives that a person who becomes a member of a council takes upon himself the full responsibilities of an important employer of staff. It is the balance of those two functions which can be adjusted to a nicety by a form of Whitleyism, if that dualism is accepted.

The more thoughtful members of councils already know that whilst the work of local authorities is divided into several more or less watertight departments, the ultimate objective is a balance of services which collectively mean local government in its best sense. That is to say, no one department is more important than the rest. All play a necessary part in providing essential public services. On the other side of the table, the officials' qualifications and degree of expertness are becoming more general and national in character. Local government is a profession and requires specialist training.

The local government officer is a human being and responds to encouragement like his opposite number in business, but that which stimulates him to give his best is not always confined to monetary

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demonstrates that he has a sense of responsibility and a line of approach to his job which are above mercenary motives. It is fundamentally wrong to assume that the establishment of Whitley councils means the relinquishment of control on the part of the employer. Whitleyism is a piece of machinery designed to foster complete confidence between the employer and the employee, and it can be just as effective in times of difficulty as in times of success. The settlement of disputes by force is crazy. The only satisfactory solution of any problem is by mutual consent. A man who will not support Whitleyism because he wants to be "master in his own house" is not big enough to be a master; he is only just big enough to say no and stick to it.

It is usually the little things in life which have the most enervating effect. Most local government officers have learned to attach more than passing importance to those small considerations which cost very little in money, but which go a long way towards compensating them for that loss of monetary reward which goes with commercialism. Where the true spirit of Whitleyism is manifest we have the happiest local government service conditions. There is no alternative method known which can so effectively pick up the ragged ends of service conditions and adjust those anomalies which, if left unattended, can very easily develop into grievances. It lifts the harsh methods of driving bargains by interviews into



## CHAPTER V

### *The Study of Public Administration*

I have faith in my country and its institutions. I believe in the importance of my job and in the dignity of all public service. I count myself fortunate to live and work in a city where I may obtain public employment through competition fairly won and under a system which permits me to look forward to a career as a public employee and advancement through merit.

I know that government is no better than the people who direct its affairs and do its work. I will be honest, loyal, and industrious in the work I have to do. I will be courteous in my relations with my superiors, my fellow-workers, and the public. I will use public property entrusted to my care for the purpose intended and protect and conserve it as though it were my own.

I will refrain from doing anything that will bring discredit upon the city as my employer or upon me as a civil servant. I will strive through my acts and my work to realize the purposes for which Government is established and so merit the esteem and respect of the people.

"Public Employee's Pledge," *The American City*, Nov. 1934.

THE first step towards a satisfying study of public administration is to understand its source. Local government has a background, and one which is more closely concerned with the welfare of the people than any other influence. It is not suggested for a moment that this historical data can be easily found, because the orthodox history of this nation pays very little attention to the ordinary folk, who have always made up the bulk of the community. There have



## *The Local Government Officer*

always been more ordinary folk than soldiers, and in the main, the preservation and uplift of the former is the responsibility of public administration. There are no text books, but there are "blue" books, and a fund of social information in the reports of Royal Commissions and Departmental Committees. It is, therefore, vitally important to all students that they should get a clear idea of what is meant by the term "public administration". It means a good deal more than the passing of a professional examination or the study of office management, costing, and financial control. The methods which make for efficiency under those headings are not peculiar to the public service. No one would claim for a moment, that different mathematical formulae should be used by a local authority in building a bridge from those which would be used by a private firm of engineers. Nor can we admit that the accounts of a municipal authority can be made to balance by methods unknown to a chartered accountant in private practice.

We must, then, accept that a large amount of work done in public offices is identical in methods and system with that done by a vast army of clerical and administrative workers in other walks of life. In the local government service this is proved by the fact that the majority of the officers have to sit the same examinations as their opposite numbers in industry and private practice. And it may be said

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here with some advantage that until the local government machine is reconstructed or superseded by a new one, those professional and technical qualifications will be the deciding factors for promotion in the service.

We can assume for the moment that "public administration" can be termed a "social or communal science." It is social because it seeks to maintain and advance the conditions of the community; it is science because it can measure the changes from which it springs. "Its exactitude renders it a science; and its disinterestedness renders it social."<sup>1</sup>

Any course of study in "public administration" should be designed to give the student a liberal understanding of the environment under which he serves, to make him realize the significance of his own particular work in relation to the greater objective of the administrative machine, and the relationship of that machine to national life as a whole. While administrative, legal, and financial methods cannot be entirely left out of account, the study of public administration should give him a clear understanding of the problems which concern the community and its environment. Furthermore, a course of study which does not give the impression that its conclusion leaves one only at the starting point of thought, has failed. A course of study in

<sup>1</sup> T. V. Smith and Leonard White, *Chicago, An Experiment in Social Science Research*.

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public administration which does not kindle the spark of imagination and a desire for research, has also failed.

That study should even do more than demonstrate the "whys" and "wherefores" of government and local government, and it must go much deeper than the study of a subject as a qualification for a job. It must bring into play the "senses" as well as the "brain" if the public service is to be made a successful career occupation. I am thinking now more of the actual interpretation of public administration for the benefit and everyday use of the consumer, and in that sense local government is more important than the central government.

It may be a necessary preliminary to "unlearn" as it were, many of the notions which have held the field of precepts since the days of *laissez-faire*, if we are to know the answers to our critics. Our knowledge of the subject should enable us to turn the tables on the scaremonger who declares, for example, that government interferes too much in business. Quite apart from the fact that the interference of government in business appears trifling when compared with the constant and ever watchful interference of business interests in government, it is probably true to say that whenever government has intruded upon industry that has been primarily due to the fact that the business concerned has failed to solve its own problems.

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The ability to measure social phenomena, and to plan in step with their needs, is becoming more and more urgent. We can calculate the price we pay to-day for the inability of our governmental forefathers to measure the trend of social movements. It is knowledge which must come from the study of public administration, if we are to avoid the sophism of the administrative quack, and if we are to be able to answer, as we should, the charlatans of the public expenditure goose fair.

If we feel we cannot *believe* in public administration we should get out of it. I say this because I am convinced that there are many practising local government officials, and still more councillors, who steadfastly refuse to look local government straight in the face. If they did so, I am afraid it would have a similar effect upon them as the sight of naked Christianity upon many professing Christians.

Whilst the day to day problems are of first importance, and many will claim that these are so numerous and urgent that there is time for neither recreation nor contemplation, there must be an "ultimate goal" in mind. Call it vision if you like, but the talkers call it planning. It is not, in my opinion, the function of a local government official to originate new systems of a character unrelated to normal changes, but he should use research to measure social trends and then proceed to anticipate their effect.

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Social processes are real—they come and go—whether the individual likes or dislikes them. Social phenomena can be measured by the application of modern methods of enquiry, that is a laborious but comparatively safe procedure, and material of this nature should be available to every local authority. Some men have a natural gift for anticipating the needs of the future, and when the truth of their common-sense ideas has dawned upon others, they are said to have worked with vision. There is much more joy in being a ragged-trousered pioneer of ideas which are twenty-five years “before their time” than in being a Beau Brummel of common practice. The local government officer of the future must know these things. It is by this quality and by this alone, that we can put economy into public administration.

The real financial burden of local government is not the cost of doing things, but of undoing them. The time lag between the appearance of an unmistakable social symptom and the passing of the necessary Act of Parliament is the most expensive characteristic of the British nation. Nothing else comes anywhere near it.

Economics enter into our field of study, but not the economics of the professional economist. He shows by an elaborate system of reasoning what are the influences that have produced a given result and then he proceeds to prove that exactly the same result will recur provided all the predisposing causes hap-



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pen in exactly the same order. But as they never do, the theories are not much use as a guide for the future. The professional economist has no time for public administration, but in spite of all that there is "economics" in derelict areas, in insanitary working-class dwellings, and in contaminated milk and foodstuffs. The starting of a new industry in a rural area means that new public expenditure in local government services will be made necessary. That may be a local advantage, but whether it is a *national* advantage depends upon a number of other factors, e.g. whether it means abandonment of similar local services already provided in another area.

Figures are available to show the adverse effect on industrial efficiency from loss of time through certain diseases, such as rheumatism, but there is no formula by which we can measure the contribution to industrial and commercial prosperity from the administration of local services which are not the concern of any particular industry. The complexities of town life and the speed at which we live compel the services of a local authority to be interrelated, and therefore there is no department more important than the rest. Transport must have roads; schools and workshops must have transport; business houses must have a call upon educated youth; youth must be healthy; health is dependent upon decent houses; and homes must have water, light, and drainage conveniences. Infectious diseases must be kept in

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check; clinics and hospitals must be available for those who are ill as well as homes for the destitute and infirm. Facilities for recreation and reading are as essential as facilities for work. Protection must be afforded by police, fire fighters, and the inspectorial services. All these vital necessities to urban life have passed beyond theory; they are expected, and have come to be accepted to such an extent that we could only measure their importance if they suddenly ceased to exist.

It will be an augury of the dawn of civilization when the first medical officer of health or sanitary inspector is buried in St. Paul's Cathedral or Westminster Abbey—if a niche can be found for one whose life's endeavour was to give health and prolong life, amongst those whose fame lay mainly in the direction of shortening it!

Although the responsibility for the policy of public administration must rest with the elected representatives of the people, the advice of the executive must go beyond technicalities and legalities. The officer must study trends. He must be trained in "long-term" policy, otherwise, the "permanency" of his office will have no virtue. To achieve this, there must be both a technique and a philosophy of public administration. The product of this theory is only possible if those who are entrusted with the administration of enactments understand the forces which compelled those enactments to be passed, as

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well as the sections of the Acts and the Rules and Regulations which interpret them.

When the universities were first approached with the suggestion that they should institute courses in "public administration," the proposal was met with the reply that the ground was already covered by social science subjects which formed part of several other degree courses. To some extent that was true, but the doubt in my own mind was whether those subjects were taught with a bias in favour of, or against, public administration, and with the object of producing the type of mind which is essential to success in business rather than in the local public service.

When one looks at the past, and realizes how deeply-rooted has been the antipathy to government; how public opinion has been nurtured on the idea that "individualism" was the only incentive to achievement; that the central and local government services were a burden on industry, one is entitled to doubt the suitability of the old social science course of study.

I wonder whether a first-class honours man entering private practice or business will have to readjust his ideas on government to anything like the same extent as one who enters the public service? The measurement of that readjustment would be a test.

Universities and technical institutions have for years included in their curricula subjects which they

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have termed the social sciences, but until recently they have not visualized anyone studying those subjects, except the amateur. Public administration is professional "Sociology."

We can learn much from an understanding of the causes of change in governmental systems, and, moreover, we can benefit just as much from a true measurement of the part played in bringing about those changes by the neglect and abuse of authority and trust. A sympathetic understanding of the causes referred to will make local government very human.

We must learn from the shortcomings of some, study the technique of others, and above all, project our thinking above standards set by business men, politicians, and the advocates of obsolete theories. We must understand the forces that have changed the character of public administration. They are not the adaptation of theories, but the consequential adjustments of official behaviour to the needs of an ever-changing social order.

The trend of change is more marked to-day than at any previous period of recorded history. That the consequences of indifference to such a natural force must always be discontent indicates only the tremendous responsibility which rests upon those who accept office in the public service.

We have also come to realize that there is not only a financial nexus between the central and local authorities, but an administrative one as well.

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We are now learning that there can be a form of public administration which is neither central nor local, a new hybrid which has not yet been classified—the B.B.C., the Electricity Commissioners, and the London Passenger Transport Board are examples which come readily to my mind. The various Marketing Boards may not be in the same category, but they are worth noting. These are new alternatives to private and public control. They have set in motion new forces which compel fresh adjustments at several points. These modern trends indicate quite clearly that nothing can be regarded as static. We cannot write “finish” to anything but our own lives.

Although we have the assurance of the Minister of Health that the government does not contemplate forcing the pace, Mr. Herbert Morrison recently asked the Minister of Health during question time in the House, whether His Majesty's Government were considering the reorganization of local government in various parts of the country on a regional basis, and whether he could make any statement on the matter. Sir Kingsley Wood gave an emphatic “No!” but he continued: “I am glad to have an opportunity of clearing up misunderstanding which appears to have arisen. The recommendations of the Tyneside Commissioners raised certain general principles, and I thought it proper that I should have the benefit of the advice on this general matter of the associations of local authorities in the provinces,



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with whom I accordingly communicated, as well as the observations of the local authorities particularly concerned. I do not expect that the associations will be in a position to furnish me with their observations for some time yet. I should add that the particular recommendations of the Commissioners in regard to the organization of local government on the Tyneside are still under consideration, and I have not yet received the observations relating to that issue of all the local authorities concerned."

Some quick and serious thinking is necessary. We have the Tyneside Report; a speaker at this year's British Association meeting forecasting the ultimate concentration of the population in half a dozen great urban centres; the urge to break down large urban populations into communities of limited size for better community service organization; the parish council enthusiast; and several other schools of thought. These problems are public administration. Local government officers of every grade should give them thought, enlightenment may come from the most unexpected quarter—perhaps from a comparatively junior member of the service.

## CHAPTER VI

### *The Officer and Public Opinion*

"An innocent man with enemies may be in a more dangerous position than a guilty one with friends and influence."

It is not an accident that public opinion is generally biased against local government. There is a simple and understandable reason for this phenomenon. Everyone has consciously or unconsciously acquired a philosophy of life, and in the majority of cases each one's philosophy is made up of a haphazard, thrown-together accumulation of traditional beliefs, orthodoxes and catch phrases which become a menace to reason. "They have a currency," said Robert Louis Stevenson, "as intellectual counters; and many respectable people pay their way with nothing else. To have a catchword in your mouth is not the same thing as to hold an opinion; still less is it the same thing as to have made one yourself."

Scattered pretty freely amongst this mental junk which we will call a philosophy, will be found a large number of scraps of faith in the superiority of business over public administration. These conceits have been absorbed over a period of at least two hundred and fifty years, from the time when the accumulation of wealth was the incentive to the

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development of trade and commerce. The promise of reward in commerce, trade, and private enterprise was the most alluring when public administration was unformed, when it had no definition. It is true, I think, to say that public administration is only a consequence of the progress in trade, commerce, and unrestrained individualism.

In comparison with the progress in scientific and mechanical achievement, the advance in the quality of thought has remained almost stationary. The human mind is still limited to comparisons in judging values. It is impossible to imagine good without bad, to visualize punishment without reward, and to measure public administration except in relation to private profit. That is why the business man's contempt for the public servant rises *pari passu* with his bank balance, and as he gets nearer and nearer to the bankruptcy court the more he shrieks "sheltered occupation" at the town clerk!

Whether or not we resent the natural bias against public administration in the mind of "the man in the street" does not alter the fact that it is a very real thing, and it must not be ignored. At least the prestige, if not the remuneration, of local government officers, is a reflection of the place which local government has in the estimation of the ratepayers.

Uncontrolled individualism has had a long and successful innings, for the few, and there is a whole world of difference between the methods which have

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contributed to success in that field of activity and the "safety first" policy of public administration.

A mistake which many people make is in not recognizing that there must always be a difference in the policies of public administration and business, but not necessarily in administrative technique. Business efficiency methods are just as necessary in a public office as in a commercial house. It is a difficult task to persuade those engaged in private occupations that there can be just as much scope for initiative and energy in the public services as in industry. Ample proof of this can be found in the achievements of the post office engineers and in the constructional side of local government. The prejudice against local government is not based on fact; it is a legacy of ridicule, and it is revived periodically by comic cartoonists and red-nosed comedians. A good example of this is the monologue reciting the attempts and the failures of a man who tried many jobs. He finally got a position as a collector of the money put into gas meters. After a month or so he received a letter asking why he had not called at the town hall for his wages. When he read the letter he exclaimed, "And do I get a wage as well?"

The effect of that story on the minds of an audience is not unimportant to the point I am now making. If the same story were told of any particular business house it would probably lead to an action for libel. Take for example the incident concerning a certain



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well-known radio comedian and his little joke at the expense of a famous transatlantic liner—the vibration of which, he said, was so great that if a passenger ordered a boiled egg it was scrambled by the time the steward got it to the dining-table. That joke brought a strong protest to the B.B.C. from the shipping company.

There are dozens of similar stories told in a book, *The Lighter Side of Local Government*,<sup>1</sup> collected by Mr. C. Kent Wright, the Town Clerk of Stoke Newington. We tell these stories ourselves and we enjoy them with the rest of the community. And it is of first-rate significance that we should. When we are prohibited from laughing at an official, then shall we be governed by a horrible monster. We must see the “funny side” of our job, and if there is some truth in the satire, then let us remove the cause.

It is unfortunate, perhaps, that the public official should find his job surrounded with the prejudice of a bygone age. But he must not be too thin-skinned. On the other hand, each one has a personal responsibility in helping to adjust the balance of public opinion in favour of local government. It will not rectify itself, especially as the field of propaganda has been in the sole possession of the enemy for centuries. This “public opinion” is influenced by the traditional official mind of the civil servant. The official mind is the result of a training in consistency, never taking

<sup>1</sup> London: George Allen & Unwin Ltd.



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the risk of interpretation, and speaking for a Minister and not for himself. It is symbolized in the wording used on official forms, for example, the income-tax returns, and perhaps more particularly by the commencement of every official letter, "I am directed by the Minister . . ." All this has been boiled down to a term . . . "Red Tape." But "Red Tape" is not by any means what the average objector thinks it is. The late Mr. John Lee, whose thoughts have been a real contribution to the public service, lecturing on the "Psychology of the Civil Servant," said, "Red tape is the symbol not of inefficiency but of ultra-deliberate thought, and this is not necessarily an evil. We have learned that there is a far longer chain of causation than the business world assumes, that there are more factors which are relevant, that balanced inquiry is not to be brought to a firm and just conclusion between the whiffs of a superman's cigar."

At the same time, we have come to realize that "officialese" is out of date. Letters written to the ratepayers should be as friendly as possible, and as free from official terms as possible. We can reword most of the official forms with advantage, if we will borrow the confidence-creating phraseology of the business house. Do not, for goodness' sake, *demand* the rates. The butcher does not demand his money, and he is just as entitled to it. I am prepared to admit that the changes that have taken place on

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these lines have been most marked during the last decade or so, but we have still a long way to go. Let us study these questions as though they were a modern discovery. Every professional and technical society of local government officers should spend a considerable amount of time on the subject of this chapter and evolve a technique. What is the advantage of being efficient if the public hate the sight of us?

The next and perhaps more disastrous influences on public opinion are the everyday phrases used by taxpayers and ratepayers, which spring from a long-standing belief that government is not as efficient as business; that every pound spent on rates is a pound that cannot be invested or saved; that rates are a burden on industry and trade, and so on. These are phrases and catchwords which have been handed down from generation to generation, and there is not a single one that can withstand an unbiased examination. But they ring like profound truths in the ears of the critic of public administration. They are precious legacies. There are millions of men and women who, if they did not inherit all their ideas of life and business, would be mentally penniless. They shudder at the thought of using someone else's tooth brush, but are quite insensitive to the far more degenerating practice of using thoughts that have been kept warm in the skulls of their ancestors for generations. A new idea to such minds would be

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just as stimulating as a cold bath to a person in the last throes of pneumonia.

The same people expect a local authority to be as successful as a business house, but deny it many of the facilities of business men on the grounds of public economy. There is, for example, an instinctive dislike of a corporation official, or even the mayor, having the use of that very modern necessity—a motor-car. Yet a certain well-known medical practitioner, who would willingly have kept his expenses down for the benefit of his patients, frankly confessed that most of them preferred an expensive car standing at their doors to a cheap one. The same persons have a rooted objection to paying their small contribution to the public health services, which are designed to keep the doctor away as much as possible.

When a business man fails he is the victim of an economic blizzard or something akin to that glorious safeguard in an insurance policy—"an act of God." Local government is his "bogey." A sailor has his "jonah" which excuses his own lack of ability. The practice of these things is understandable, but blind belief in them is a tragedy.

There may at one time or another have been incidents in public administration which justified some of the phrases, but their persistence is due to a definite policy to discourage any tendency towards a widespread belief in either the efficiency or the economic value of public services. And the most

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serviceable ally of that opinion is the inability of persons in business to measure the value of public administration by the only yardstick they possess—a profit and loss account. Some adjustments have to be made at vital points of view if we are to get a correct assessment of public administration. And the first is to admit that it cannot be judged by the philosophy of the counting house. The local government officer can do a great deal to influence those adjustments if he will. He has a personal responsibility to the service to do so. On the whole there is a quiet and widespread belief in the integrity of the public servant of this country; that a caricature of him amuses us is proof of that. We could not laugh at anything which we really felt to be danger.

The power to influence public opinion is not solely within the keeping of the official. It is often a reflection of the rather peculiar attitude towards local government of the candidate who appeals to the electors for their votes. The appeal is so seldom whole-hearted. One can hardly imagine a prospective councillor appealing to the electorate on a promise to do everything in his power to make the town the finest in the kingdom, a place which would resemble a Roman city in the hey-day of the Empire's glory, when, as Tertullian says, "public spirited citizens, civic pride, and keen urban rivalries combined to produce a brilliant municipal life."

The prospective councillor who can only put



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forward a case tantamount to asking the voters to keep the other fellow out, is only encouraging the continuance of that very acceptable notion "that there is something wrong somewhere." And it is surprising how many people are ready to believe that there is something wrong in everything which is not immediately under their personal control.

Would anyone aspiring to become a director of an important business concern give confidence to the shareholders if he said "Vote for me," to quote from a recent address, "because I have lived in the . . . Ward almost thirty years and been a lifelong resident in the district, which I claim should fit me to deal with matters concerning the government of the district in a fair, far-sighted, and business-like manner. I am in favour of the utmost economy in public expenditure, consistent with efficiency in the maintenance of Public Services. If I am elected I shall use every effort to attend the meetings, and do my utmost to add to the general improvement and prosperity of the district."

I have examined a large number of municipal election addresses, and I find there are very few that set out the aspirant's qualifications for managing a town. On the other hand, I find a sentence running through most of them like an infectious rash: "I am in favour of efficiency with economy." It is a "cure-all" phrase, but I am perfectly sure the user of it would have a shock if he were asked to give



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a detailed explanation of what he means. The public get the idea that there is a serious need for *more efficiency*, and when one thinks of efficiency one thinks of the officer, and the word *economy* has no other significance to most people than *spending less*.

On this point it may be useful to quote from a letter written by Edmund Burke to a noble lord: "It may be new to his Grace, but I beg leave to tell him, that mere parsimony is not economy. . . . Expense and great expense may be an essential part in true economy. . . . Economy is a distributive virtue, and consists not in saving but in selection. Parsimony requires no providence, no sagacity, no powers of combination, no comparison in judgment, mere instinct, and that not an instinct of the noblest kind, may produce this false economy in perfection. The other economy has larger views. It demands a discriminating judgment, and a firm sagacious mind." How often is that blessed word economy used in its negative sense on the local government election platform?

Again, we are handicapped with a very poor sense of government amongst the public, and that provides a fertile field for the growth of many distressing opinions. As a matter of fact there is a much greater degree of incompetence in citizenship than in city management. Few people are prepared to give much time to a real effort to understand the causes from which local government springs and even to making

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a rough and ready calculation of the value which they get for their rates. I am sure there are many members of the public who do not want to know the whole story. They have settled opinions on that score, and to disturb them would be the equivalent of pulling up their economic moorings and setting them adrift with a boxed mental compass. Remember their philosophy of life, and how they have acquired it! Imagine the consternation that would be caused if all the newspapers of the country simultaneously announced in their best heavy type that we got good value for our rates and taxes. Many people would be less offended if they were asked to be friends with Russia than to be asked to believe that.

There are other contributory factors in the making of "public opinion," and these primarily concern the officer. One is inefficiency, and the other, the misuses or usurpation of authority. Both points are important, but they are dealt with at some length in another chapter.

These are some of the influences which are responsible for that tilt in public opinion against local government, the consequences of which are that local government officers are always pulling against the stream. The officer cannot afford to ignore this background to public opinion; neither can he hope to gain anything by resentment or indignation. He must adjust his thinking to the long-term objective

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of transforming that lingering tradition of the age of *laissez-faire*, and determine to use both the instruments and the technique of the "other side." It is my firm conviction after a long experience in local government that the officer gets both the public and the council he deserves.

There is a wonderful story to be told of local government and its value to the community. But before it can be told the officer must know it, and know it very thoroughly. It is first necessary that he should believe in his job; believe in local government and its purpose. I am afraid there are still too many practising local government officers who, when they leave their homes in the morning attired in the official dress of pin-striped trousers, black coat, and newspaper, would much rather be mistaken for something in the city than somebody at the city hall!

On the other side of the picture, the official has the satisfaction of knowing that whenever a Royal Commission or a Departmental Committee examines our public services, tribute is always paid to the efficiency of the staff and the integrity of the service. One outstanding pronouncement on this score was in the Bridgeman Report.

A few pertinent questions had to be faced and answered by the committee. They were in the nature of criticisms, and had been levelled not only at the post office and its employees, but at the public

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services generally. The committee realized that the rather generalized charges were not readily susceptible of definition, but formulated them as follows :

- (1) An absence of the spirit of public service, among certain sections of the staff—an attitude of indifference instead of a desire to help the public.
- (2) A lack of initiative and an absence of elasticity and imagination in adjusting service to meet the reasonable variations in the public demand ; prompt action is thought to be hampered by “red tape” and dilatory procedure.
- (3) In general, an absence of the commercial outlook necessary for the efficient conduct of what is, at any rate, to a large extent, a business concern.
- (4) A failure in regard to the Telephone and Telegraph Services, which are of a highly technical character, to give proper scope to the engineer, whereby technical progress is impeded.

Whilst the Report of the Committee embodied recommendations to alter several fundamental parts of the present structure of organization and staff management the “generalized charges” were answered in the following words :

In so far as concerns the general attitude of those sections of the Post Office Staff who come into contact with the public,



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we believe that the charges of positive discourtesy made against the Post Office Staff are exaggerated. Instances do, and must almost inevitably occur in so large a concern, but the fault is not invariably on the side of the staff, nor can this failing be said to be unknown in commercial organizations or in Public Utility undertakings.

As regards the Telephone Service independent evidence tended to show that, in general, the quality of the staff is excellent.

It has been suggested to us that in the higher grades it is impossible under Civil Service conditions to pay salaries sufficient to attract and retain the best men, especially on the technical side. We can find no evidence to suggest that in this respect the Post Office staff compares on the whole unfavourably in ability and efficiency with that of comparable outside commercial concerns; indeed we consider the reverse to be the case.

As regards the other heads of criticism summarized in para. 34, and relating to what may be briefly termed absence of initiative and imagination, resulting largely from over-centralized control, lack of the commercial attitude, and the inadequate status of the engineer, we propose to deal with these together as essentially part of the same problem.

While, in our opinion, these criticisms are not devoid of some substance, we have formed the impression that in general, the standard of efficiency shown by the Post Office in the performance of its duties is very satisfactory. We doubt whether the public fully appreciates how high this standard is.

After dealing with other questions a final note was struck which has a definite bearing upon the questions under consideration in this chapter. The Report said: "No organization can fail to be adversely affected when, on the one hand, it is denied credit that is its due, and on the other, is subjected to continued and often unfair and uninformed



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criticism. In such circumstances the staff cannot fail to become disheartened and demoralized. . . .”

Much of that has now gone. It has yielded to the brilliant work of Sir Stephen Tallents whilst he was conducting the publicity campaign for the post office.

An American millionaire had such a bad press that he was almost an exile from his native state for many, many years. He engaged a publicity agent and now he is a national hero! Rumour goes that at one time Al Capone approached the millionaire's agent and said: “I believe I have a poor press—there's a job going if you want it. And believe me it's an easier one than you've gotten now.”

It will pay local government authorities to adopt a public relations policy and keep in step with modern methods of publicizing their achievements and their contributions to the nation's welfare.

## CHAPTER VII

### *The Qualities of a Public Servant*

The actions of men proceed from their opinions and in the well-governing of opinions consisteth the well-governing of man's actions.

HOBBS

A NATIONAL responsibility is entrusted to those who choose the public service as a career; a responsibility which has no parallel in other occupations. The real measurement of success is not to be found in statistics or graphs, but in the degree of happiness attained by the community. The local government officer, unlike his colleague in the civil service, is more than a symbol of public administration, he has to purvey it to the users of government. Consequently, his training, his expertness and his professional ability must be beyond question, and his personal attributes must command respect.

One quality which is essential in a public officer is to be able to administer, for the general convenience of the public, an Act of Parliament designed to meet a new social condition, without unduly hampering that part of the community which is least affected by the new conditions. Even within his own Council Chamber "tom-fool" resolutions may be passed against his advice. It is good training in public

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administration to make such a resolution work, and it is surprising how well it will work sometimes. Remember, too, there are a lot of "fools" amongst the consumers of local government, and it would not be local government if they did not have their points of view represent on the council.

I have ventured to comment elsewhere that considering the haphazard way in which our local government system has developed we are fortunate in finding that we have escaped both a bureaucracy and a spoils system. Can we say with the same confidence that we have wholly escaped the equally objectionable methods and manners of the autocrat?

The autocrat is only a shade removed from the tyrant. Energy and drive are just as essential in public administration as in any other occupation, but in local government they should be applied differently. They should be subordinated to stimulating others in producing a satisfying harmony of effort. That is absolutely necessary since local government is both a necessity and a monopoly. Men of action are not necessarily obtrusive. Generally speaking anyone dissatisfied with the treatment or the value received from a business house has the choice of other firms. In public administration there is no such choice; consequently, its interpretation, its administration, demands special qualities of mind and personal behaviour. These qualities are necessary because local government serves a large number

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of people of all grades and classes, personal interests, and political opinions. Local government belongs to all the people. It is not intended to benefit solely any one section of the community; nor is the cost, or any undue proportion of the cost, borne by any one class. These are basic facts which should guide the attitude of the officer towards his public. The autocratic or austere official may by his manner create distaste for public administration. He may get things done, but he is a menace to the service because he offends the senses. He may hold an important position, but he is not an administrator in the true sense—and efficiency in administration, as in all movements directed by human effort, is far more dependent upon rhythm than our examination experts have yet realized. A chief officer may have a large staff under his control, in which case he has a dual responsibility—one to his public and one to his staff. The first part of that dual responsibility means that he must try to attain a public consciousness which will influence the public to co-operate towards the attainment of the ultimate end of local government—a more abundant life. In the second, he can set a standard of official conduct which will inspire his colleagues and subordinates. He is consciously or unconsciously always influencing the standards of the local government officers of the future who have no other guide to follow. If at the same time he can infuse vitality into the work and



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determination of his subordinates without jarring them mentally or physically, as a football player gathers up the ball in his stride, as the cricketer turns the speedy ball by a graceful movement of the body, he will be applying the laws of nature to administration.

If we could only find an infallible system of measuring the degree of rhythm in mental energy we could find the successful administrator. Crude or irksome methods imposed by authority can never achieve the satisfaction of self-fulfilment. There is economy in thinking as well as in action, and in both cases something akin to rhythm is the secret.

No one should accept promotion in local government without first measuring its handicap, its limitations and its opposition. It is not a business in the commercial sense, although it can use the best business efficiency systems. Local government is an everyday necessity used by every man, woman, and child, but very few of the daily users understand it, know where it comes from, or have the remotest idea how to measure its value. It has an adverse Press, and anyone who has just enough brains to make money thinks himself superior to a public officer. Local government is controversial—it becomes "politics" because it is not privately owned. Like everything else which is the result of "natural causes" it is simple truth, but in controversy that truth is buried under a mountain of misrepresentation. Truths are



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not of any use to the controversialist because of their simplicity. Political protagonists cannot live on simple truths; their field is the "ifs" and "buts" in which they roll as luxuriously as a pony in a meadow.<sup>1</sup>

Not one of these handicaps, however, is really formidable—they are mostly vapourings and they dissolve when subjected to impartial examination. Someone once said that any man who has the courage to walk up to a ghost can usually walk through it!

But vulgar force will not overcome this opposition, for the simple reason that it springs from an age-long twisted angle of thinking by the great masses of the people. Therefore, the first approach to the problem of adjusting that opposition is to establish a measure of confidence amongst the general public in the efficiency of the administration, and a whole-hearted belief in the integrity of the staff, from the head of the department to the humblest junior clerk.

It is not enough to be able to get things done. That limit of efficiency may pass for "good business," but it is not good enough for public administration. Officers in high positions who rely solely upon the authority behind their office rather than upon the qualities of a philosophic interpretation of their duties are leaving the "heart" out of public administration.

<sup>1</sup> After this chapter had been written, I came across the following sentence in a book written by a Member of Parliament: "An impractical old saint, perhaps, but I sometimes think he was nearer the truth than any man I have met in my rural rides."

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Humility and a pleasing demeanour are natural gifts to persons of sensibility and discernment, and in local government they are qualities of first-class importance for the attainment of a complete fulfilment of the responsibility for the welfare of others. Montaigne says: "We owe a like obedience to all kings for such respects their office, but estimation and affection we owe it only to their virtue."

The real purpose of local government administration can only be interpreted by an understanding of its objective; an objective which is only revealed by a profound study of the social problems of the nation; and the quality of that administration is the quality of the official personnel which registers the standard of public service prestige.

A business house which has adopted the slogan "service, not self" has naïvely confirmed the profound psychological attribute of public administration—a system which it professes to hate. And it is significant that such slogans and phrases influence public opinion. The business man and the politician have never doubted the capacity for response and fealty among normal people, then why should the local government officer do so! In fact, that capacity is unbelievably great, and the administrator in the public service must know how to develop the sources of human desire. Most people are pathetically ready to follow the lead of a person or movement which gives them hope and confidence. But

## *The Local Government Officer*

the public officer should avoid the technique of the benevolent despot, the ardour of the politician, and the emotional and empty clichés of the emancipator. Local government should be just plain common sense.

Local government has grown to its present dimensions in a comparatively short time, it has been equal to the tasks imposed upon it, and it has given us an official personnel of great capacity and ability. If it has failed in anything, it is in establishing uniform standards of staff selection and traditions. The first point is dealt with at length in the next chapter. The second we must borrow from the civil service. Granted, there are substantial differences in the two parts of our system of government, the central and the local; there are certain traditions in the former service which almost amount to public administration philosophy, and in that sense they are part of the science of public administration in both fields. We must always remember that we have a big and watchful public, sometimes suspicious, and seldom sympathetic. Therefore, the first duty is to establish confidence, and no one can do more towards this than the official himself.

It is not unimportant that the official should be an approachable, likeable, and sympathetic person. It is necessary that he should be on top of his profession or calling, because he is bound to meet, as members of his council and his everyday public, persons holding precisely the same qualifications as

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his own, although they are being practised in an entirely different walk of life. Again, it is not unimportant that he should be able to hold his own on the golf links or in similar activities of the social and recreational kind. After all a "human" public officer is the first step towards getting confidence. Even his private life must be above criticism.

There is no written code of conduct for local government officers, neither is there for civil servants, but in a memorandum on the acceptance of business appointments by officers of the Crown Services (Cmd. 5517), it is stated that His Majesty's Government recognizes that it is in the interest of the Services themselves, as well as of the country, "that public confidence in the disinterestedness and integrity of the Crown Services should be maintained at the highest point, and that there should be no possibility of a suggestion—however unjustified—in the public mind that members of those Services might be influenced in the course of their official relations with business concerns by hopes or offers of future employment in any of those concerns."

In the Report of a Board of Enquiry (Cmd. 3037) enunciating certain principles for the guidance of civil servants it is stated:

His Majesty's Civil Service, unlike other great professions, is not and cannot in the nature of things be an autonomous profession. In common with the Royal Navy, the Army, and the Air Force, it must be subject to the rules and regulations



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laid down for its guidance by His Majesty's Government. This written code is, in the case of the Civil Service, to be found not only in the Statutes but also in Orders in Council, Treasury Circulars and other directions, which may from time to time be promulgated; but over and above these the Civil Service, like every other profession, has its unwritten code of ethics and conduct for which the most effective sanction lies in the public opinion of the Service itself, and it is upon the maintenance of a sound and healthy public opinion within the Service that its value and efficiency chiefly depend.

The first duty of a Civil Servant is to give his undivided allegiance to the State at all times and on all occasions when the State has a claim upon his services. With his private activities the State is in general not concerned, so long as his conduct therein is not such as to bring discredit upon the Service of which he is a member, but to say that he is not to subordinate his duty to his private interests, not to make use of his official position to further those interests, is to say no more than that he must behave with common honesty. The Service exacts from itself a higher standard, because it recognizes that the State is entitled to demand that its servant shall not only be honest in fact, but beyond the reach of suspicion of dishonesty. It was laid down by one of His Majesty's Judges in a case some few years ago that it was not merely of some importance, but of fundamental importance, that in a court of law justice should not only be done, but should manifestly and undoubtedly be seen to be done; which we take to mean that public confidence in the administration of justice would be shaken if the least suspicion, however ill-founded, were allowed to arise that the course of legal proceedings could in any way be influenced by improper motives. We apply without hesitation an analogous rule to other branches of the public service. A Civil Servant is not to subordinate his duty to his private interests; but neither is he to put himself in a position where his duty and his interests conflict. He is not to make use of his official position to further those interests, but neither is he so to order his private affairs as to allow the suspicion to arise that a trust has been abused or a confidence betrayed. These



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obligations are, we do not doubt, universally recognized throughout the whole of the Service; if it were otherwise, its public credit would be diminished and its usefulness to the State impaired.

We content ourselves with laying down these general principles, which we do not seek to elaborate into any detailed code, if only for the reason that their application must necessarily vary according to the position, the Department and the work of the Civil Servant concerned. Practical rules for the guidance of social conduct depend also as much upon the instinct and perception of the individual as upon cast-iron formulas; and the surest guide will, we hope, always be found in the nice and jealous honour of Civil Servants themselves. The public expects from them a standard of integrity and conduct not only inflexible but fastidious, and has not been disappointed in the past. We are confident that we are expressing the view of the Service when we say that the public have a right to expect the standard, and that it is the duty of the Service to see that the expectation is fulfilled.

Nothing less than that standard is expected of local government officers.

In this chapter I have attempted to indicate the *plus* attributes to the everyday or professional qualifications which I consider are necessary to produce adequacy in the make-up of a public servant. It is doubtful whether these extra qualities can be taught in any school. They are perhaps a gift from nature's laboratory—and it is a great comfort to know that nature distributes such qualities amongst all classes of the community. There is no doubt, on the other hand, that they can be developed, especially in the right atmosphere, and therefore selection seems as important as training.

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Government in one form or another has existed ever since men herded for their own protection or for greater economy in acquiring sustenance, and any system of government must exercise authority in some degree. However broad is the base, even of democratic election, the structure must taper towards an oligarchy. A variety of forms of government have been forced upon, or chosen by, the peoples of all nations.

It is not any help to this chapter to examine those systems or their doings, but it is useful to reflect for a moment upon the cause of their failure. Almost without exception the transference of authority from one class or system to another has been due either to the abuse of authority, or to the inability to act up to the heavy responsibilities of government. The more unrestricted is authority the quicker it runs to abuse.

It is possible, then, that the future will demand a system of government by an aristocracy of public officers. I believe we shall always need an aristocracy of government, but the personnel need not be drawn from any particular class of the community. There is a quality of mind which, in my opinion, is the only qualification for government. That outstanding quality is influenced as much by the senses as by reason. Lord Haldane referred to it "as the system of habitual or customary conduct, ethical rather than legal, which embraces all the obligations of

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a citizen which it is 'bad form' or 'not the thing' to disregard."

The highly tempered human being is to be found in all grades of society. The biologists can tell you quite a lot about him to-day, but yesterday he was described as "one of nature's gentlemen." As the artist arranges his materials into high artistry, so the administrator, who is working with a more complex and delicate medium, brings human desires and need into a harmony as satisfying as a full orchestral symphony. Just as keenness for truth makes the philosopher, love of justice guides the arbiter, enthusiasm for righteousness the moralist, so is a passion for the commonweal the measure of a true public servant.

## CHAPTER VIII

### *The Future and the "Hadow" Report*

A field requireth three things: fair weather, good seed,  
and a good husbandman.

ENGLISH PROVERB

As to the future, it is not easy to make any accurate forecast. So long as the plan of local government administration remains as it is, there can be very little alteration in the system of recruitment and training; but in this country as in others changes are always taking place, taking place so gradually, but no less inevitably, that they become accepted without any marked consciousness. We have already accepted, as though it were as normal as the rising of the sun, a very important change in our system of public administration, a change as revolutionary as the passing of the Municipal Corporations Act just over one hundred years ago: that is the establishment of a new form of public administration technique. The best examples are the British Broadcasting Corporation, the Electricity Commissioners, and the London Passenger Transport Board.

In addition to that we must accept the trend of expansion in public control. The country has accepted, during recent years, the experiment of the control of certain foodstuffs, and a much wider



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development of this new phase of control has been foreshadowed by Earl De La Warr, who was until recently Parliamentary Secretary to the Ministry of Agriculture and Fisheries. Is it not reasonable to suppose that, once these schemes have been hammered out by the central departments, the administration of them will eventually devolve upon local authorities, or upon regional boards?

The government has just initiated a nation-wide scheme of Physical Training and Recreation. This may look like an experiment to the uninitiated, but it is something much more fundamental. This is the beginning of the new era when the use of that "leisure" with which machinery and science have endowed the world, must be a governmental responsibility. There will be no turning back, now that the scheme has been launched, voluntary though it be. The community centre, left entirely at present to the volunteer worker, will sooner or later become a local government responsibility. We should be wise to recognize these trends, which may increase and widen the responsibilities of local government authorities or transfer them to regional boards.

If, then, we are faced with a greater expansion of control and governmental authority, we must recognize the challenge to our system of training and selection. There has recently been issued the report of a Departmental Committee appointed in 1930 to "inquire into and make recommendations on the



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qualifications, recruitment, training and promotion of local government officers." This committee was presided over by the late Sir Henry Hadow, C.B.E., J.P., and, as is usual in this country, the report goes by the name of the "Hadow" Report. It was issued in 1934, since when it has been left "to mature," very much in the same way as we leave all good things to "age," such as wine, game, and cheese.

This report must be accepted as the "blue print" or plan for the guidance of local authorities in the future; it is not a sequel to proved incompetence or inefficiency, because it quite frankly admits that: "The Local Government Service maintains to-day a high standard. We have little serious criticism of officers, and we have been favourably impressed by the evidence given on their behalf. The associations of officers have done a great deal to raise the standards of the service. They have consistently, and, on the whole, successfully, laboured to secure the improved qualification of their members."<sup>1</sup>

On the contrary, it is a genuine attempt to anticipate the needs of the future. It is an admission that the rough-and-ready methods of building up a local government service by piece-meal legislation have created such a complex and unattractive system that

<sup>1</sup> Report of the Departmental Committee on the Qualifications, Recruitment, Training and Promotion of Local Government Officers. Para. 2.

## *The Future and the "Hadow" Report*

unless something is done to ensure that local authorities can secure a fair share of the best products of our education system it will not be possible to meet the liabilities which the increasing *tempo* of civilization (for want of a better word) is placing upon local government.

The first warning was issued in the Report of the Royal Commission on Local Government:

"It is at least open to question whether the present methods of recruitment are calculated to ensure that Local Authorities shall have at their disposal officers of the type needed to assist them in the discharge of the increasing responsibilities which Parliament is year by year laying upon them. The main issue is whether the present system of recruiting Local Government Officers is satisfactory, in which connection the following controversial questions have been raised: whether inefficient or unsuitable persons secure appointment; whether appointments are made as the result of political, personal or sectional influences; and whether it is necessary to impose a less personal method of selection, by providing that appointments should in future be exclusively as the result of qualifying or competitive examinations."<sup>1</sup>

It is obvious that the objective which the committee visualized was to make the recruitment of

<sup>1</sup> *Final Report of the Royal Commission on Local Government, 1929.* Paras. 408 and 412, pp. 127 and 128.

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the local government service fit into the educational system of the country.

The "Hadow" Report lays some stress on this point when it says:

"Little effort is made to adjust the system of recruitment to the educational system of the country in such a way as to draw on all classes of the community, and to secure for Local Government a due proportion of the ablest men and women available. A closer relation between the system of recruitment and the educational system, is, in our opinion, needed."

It is claimed that the recruitment into the Civil Service is stratified to correspond with the education system, the theory being that there are four separate establishments; four separate "gates" through which enter the output of the elementary, secondary and public schools and the universities.

Here then are the principal recommendations of the "Hadow" Committee, with a few observations which will draw attention to some of the existing difficulties as well as the general reactions to the report of a large body of local government officers.

(1) *Notification of Vacancies.*

All vacancies should be widely notified, except where it is intended to fill them by promotion inside the office.

(2) *Selection of Candidates.*

Candidates should ordinarily be interviewed by a Committee of the Council; selection by an officer should be exceptional.

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(3) *Disqualification of interested persons.*

The candidature of near relations of members or officers should be closely scrutinized, members, officers and candidates being required to disclose relationship.

(4) *Canvassing.*

Canvassing should invariably disqualify a candidate.

(5) *Probation.*

All newcomers to the service should be appointed on a term of probation, should be thoroughly tested, and should be appointed to the established staff only if reports are satisfactory.

The Central Advisory Committee, which is the king-pin of the whole report, could do much to bring about the practices suggested under the foregoing heads by drafting and issuing a model form of application which every local authority should use. The form used by the Birmingham Corporation is a good example.

(6) *Security of Tenure.*

Before a senior officer is dismissed, notice should be given to all members of the Authority, and, if the officer so requests, the notice should state the grounds of the complaint.

It is evident that the committee does not favour an extension of a form of security of tenure of office similar to that enjoyed by medical officers and a few others already referred to. One would have welcomed a little more courage on the part of the committee on this issue. It is not always easy to



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appreciate what are the influences at work which affect or divert an officer's better judgment. It is not sufficient answer to the demand for more widespread security of tenure, that the number who have suffered in the past is comparatively small; the real question is, how many officers would have done differently if they had been sure of some protection? The recommendation is only a slight improvement on the present position.

### *(7) Employment by Authority.*

Local Authorities should not authorise their officers to appoint and pay their own assistants, but should be directly responsible for the appointment and salary of every member of their staff.

It is necessary to remove the last shreds of an obnoxious system which has given much scope for all kinds of bad practices, such as avoiding the responsibility for superannuation.

### *(8) Minimum Qualification.*

Sixteen years should be the minimum age of entry, and a school certificate the minimum educational qualification; vacancies should be open to girls as well as to boys.

### *(9) Recruitment from a higher age group.*

Local Authorities should recruit a certain proportion of junior clerical officers at eighteen or nineteen years of age, the larger local authorities making systematic arrangements to do so.



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### (10) *Method of Recruiting Clerical Officers.*

Junior clerical officers should preferably be recruited by open competitive examination, neighbouring local authorities combining for the purpose.

### (11) *University Graduates.*

University graduates should be systematically recruited by the larger local authorities, and there should be central machinery for the selection of this type of candidate; competitive examination is recommended.

These recommendations are very important. It is essential to start right, and the recruitment of juniors should be taken quite as seriously as the appointment of higher grade officers.

Practically every junior entrant into local government is offered nothing more than the prospect of "working his way up." There is not anything like the same degree of "stratification" in local government as there is in the Civil Service. The London County Council towers above all other local authorities, and must be treated as an exception. Of the remaining local authorities, the largest do not easily lend themselves to a Civil Service system of recruitment, for the simple reason that the total number of officials employed is broken down into varying group sizes by departmentalism and a further subdivision into professional, technical and clerical groups which, in actual practice, shade into each other. A glance at the variety of the designations of posts by a county borough set out in Appendix 3

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will explain this difficulty. At the same time local government cannot afford to close its doors to the best products of all our educational institutions.

The matriculation standard for all entrants may be too high in some districts, but its general application would be the best in the long run. Many entrants into local government do not realize until they have been on the staff for a while what an important part professional examinations play in their careers. The matriculation examination is invariably the first requirement in preparing for a professional or technical qualification and for a Degree or Diploma Course at the university.

It is not easy to get the matriculation examination certificate two or three years after leaving school, and it has been proved over and over again that the absence of this examination has blighted the careers of many promising local government officers, because they have been unable to turn back and study for matriculation.

Everyone admits the force of the contention "the better the material the more the local government service will benefit," and we must accept these recommendations, and do so wholeheartedly.

On the other hand, the suggested admission of a greater proportion of university graduates than heretofore is not without its difficulties. There are a large number of officers serving to-day and following the course of study which has been accepted

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as the standard for promotion, and it is natural that many who have not been to a university should show some alarm. The danger they see in the recommendation of the Departmental Committee is the establishment of a *special class* in local government, which would be a barrier to the non-university graduates to reach the highest positions in the service, and their nervousness is understandable. Fortunately the "Hadow" Report is conclusive upon this point: "that no preferential treatment of graduates or a proportion of the higher positions should be reserved for them."

The test of this lies in the degree of willingness on the part of the universities to provide facilities for those who are already in the service who are both willing and able to obtain a Degree or Diploma, whilst still carrying out their jobs. Many have already done this in their "spare time," and by no mean personal sacrifice.

There is still some doubt whether the object of this part of the Report is not designed primarily to find jobs for the large number of young men who have passed through the universities and who are now looking for work. It is yet to be proved that a man who takes his university courses after he has entered the service is in any way inferior to the man who takes a degree before he sets out to find work. I am inclined to think that the advantage will lie with the student who first acquires a

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practical groundwork upon which he can graft his theories.

There is everything in favour of the closest co-operation between the universities and the local authorities, to make it possible for an officer who has entered the service at a youthful age to acquire, a little later in life, some of that cultural and academic training which is so exclusively the product of university study.

### *(12) Field of Recruitment.*

In recruiting their professional and technical officers, local authorities should look to all available sources whether inside or outside the Service.

This reads like common sense. It was probably written with greater ease than any other section of the report, but if we should "pause to think" anywhere, it is here. If we are to keep local government as a career service we must throw open all the doors to promotion. You cannot have a career service with blind alleys. Any department which closes the door to the chief officership will get, and deserve, very poor staff material.

The creation of new types of public utility boards, such as the B.B.C., the transference of a big undertaking like the payment of unemployment assistance from the Public Assistance Committees (local) to the Unemployment Assistance Board (national) not only widens the field in which to gain experience, but coalesces the local and central governmental



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services. Movement between all sections should be made as fluid as possible by mobile pension rights. As regards recruitment from outside the service, this may be useful if it is done before the mind buckramizes on methods which cannot be adjusted to public administration. There are few businesses bigger than local government, and the big men in big business who are really first-class administrators will not look at what local government can offer in remuneration. There are some brilliant men in commerce and industry, but on the other hand, there is a huge army of "businessmen" who masquerade as such but who would find it a very different world. When thinking of this recommendation we must not forget the restriction in local government. If the remuneration offered by local government were big enough to attract the big man of business, he would find when he got there that at every pressure point of his business training he would chafe with restrictions.

Let those who are prone to compare business and government remember that if the same amount of freedom were given to local government officers as is possessed by their opposite numbers in private enterprise, the former would easily hold their own in getting things done. But that would not be public administration. We cannot have it both ways. Obviously, local government must look to outside sources when a new duty is imposed upon it, which



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previously has been carried out solely by private enterprise. But those who enter the more restricted field of public administration have to adjust themselves very considerably, and it is common practice afterwards for them to train their own officers for the future requirements of the service in this field of administration. Housing gives us an example.

### (13) *Articled Pupilage.*

No premium should be required from pupils articled to officers: and the selection of pupils by officers should be subject to the authority's approval.

There are "outside" issues affecting the foregoing proposals such as the statutory rights of the lawyer and the rules governing admission to other professions. It seems reasonable to assume that where the fees are the perquisite of the officer the choice will be restricted to the offspring of parents who can afford to pay them and a certain measure of expectation of a job would not be unnatural on the part of the parent and the pupil when the "articles" had been served. That is not good enough for local government.

### (14) *Clerks.*

The essential qualification of a clerk is administrative ability; a legal qualification may be convenient, but should not be insisted on to the exclusion of persons of proved administrative ability who do not possess the qualification. To secure that sufficient officers of administrative ability are available, local authorities should broaden the basis of recruitment, provide training in

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administration for junior officers, and encourage the study of the principles of administration.

### (15) *Other Principal Officers.*

No radical change in the existing system of requiring principal officers to possess technical qualifications is suggested, but more attention should be paid to administrative ability and experience.

Whilst it is generally true that a professional or technical qualification is the first essential to a chief-officership, and that progress in local government appointments means moving from authority to authority, we may have overlooked a practice which to some extent answers the "Hadow" Committee on this score. It is true to say that as an officer ascends the scale of appointments his experience and qualities as an administrator gradually supersede his professional qualifications; this is particularly so in the Clerk's and Public Health Departments. At the same time, there must be a more generous recognition of administrative ability for its own virtue. The administrator is the most important person in all large scale occupations.

### (16) *Subordinate Administrative Officers.*

Large authorities might consider the appointment of responsible administrative assistants to the principal officers.

### (17) Every local authority should adopt a scheme of grading and salary scales (par. 108). The grades of different authorities should as far as possible be comparable.

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- (18) Selected clerical officers should be given experience of different departments. Freer movement of clerical officers between different authorities is also desirable, and senior clerical vacancies should ordinarily be advertised. Universal superannuation schemes are required.

The foregoing are amongst the most practical suggestions in the Report. They touch the basic conditions of service as well as open the door to provide a circulation of departmental experience. Most of the suggestions contained in the other chapters of this book key into these paragraphs.

(19) *An Examination Bar.*

Local authorities should require junior officers to pass a qualifying examination before they will be considered eligible for promotion from the general grade.

If it is to be assumed that the "examination bar" is to be a "salary bar" as well, then care must be taken that the bar is not fixed at a point which denies a decent standard of living. It will be difficult to consider this recommendation apart from recommendations 17 (salary scales) and 20 (Nature of the Examination). It is of paramount importance to watch most carefully where the "bar" is put in any grading scheme; and the nature of the "qualifying examination." Under no circumstances must the "bar" apply to officers already in the service who are older than the "age bar" and receiving more than the "salary bar." We may have to consider the handicap to those who are within a year or so of the "age bar."

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### (20) *Nature of the Examinations.*

The examinations qualifying officers for promotion from the general grade should be either the first part of a recognized technical examination or an administrative examination. Local authorities should combine to secure that an administrative examination of suitable standard is available.

The nature of the examination is of extreme importance. Would it not be a practical contribution towards that further qualification which is essential to progress, if the first parts of all recognized professional, technical and service examinations were accepted? There should be no difficulty in scheduling these for the guidance of all local authorities. As regards the suggestion that "local authorities should combine to secure that an administrative examination of suitable standard is available," it would be wise to take the universities into "partnership" in this. There are now a number of universities offering Diploma courses in Public Administration, and they are sufficiently new to allow a recasting of the curriculum to make it comparatively easy for these examinations to fill the bill. The creation of still another examination will only complicate matters, and to set up a special examination to act as a "spring board" for clearing a hurdle, will be very little use in the long course of training which the successful local government officer needs. It will be got by "cramming" and probably forgotten as soon as it has achieved its purpose.



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### (21) *Method of Promotion.*

Principal officers should keep records of the progress of all officers in their Department, and these records should be referred to the appropriate Committee if the officer is either unusually promising or not up to standard.

There are many ways of carrying out this recommendation. There is not a scheme to my knowledge which does not allow the human factor to enter into the records at one point or another. On the other hand, where large numbers of staff are employed there is no alternative as an efficiency measurement. "In a small business or in a small self-contained government or municipal department the problem of grading employees in order of merit and selecting the best for promotion presents no great difficulty, as the chief concerned probably knows his staff well enough to be able, from personal knowledge, reinforced where necessary by discussion with the immediate supervisor concerned, to assess the relative merits of his employees. A much more difficult problem confronts the head of a large organization, or one in which the staff is scattered over a wide area. Neither he himself nor any of his immediate assistants can have personal knowledge of all the members of the staff, and consequently there is a need for some reporting system which will give the administrator, in a uniform and summarized form, sufficient information about the character, performance of duties, ability, outlook and tempera-



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ment of the individual employees to enable their present and potential value to be as fairly assessed as possible."<sup>1</sup>

(22) *Grants, Increments, Special Leave.*

Grants or increments might be made to officers obtaining approved qualifications. Grants might also be made to educational institutions providing approved courses, on condition that selected officers are allowed to attend. Special leave should be granted in exceptional cases.

(23) *Technical Qualifications.*

Technical qualifications; several questions arise and a thorough investigation is required. The investigation should be carried out by a central body, representative of local authorities.

(24) All questions affecting the recruitment, qualifications, training and promotion of officers, should be assigned to a central committee in every local authority.

(25) The principal need of the Service is a standing body with the supervision of all questions affecting officers. The Associations of Local Authorities and the London County Council should combine to appoint a Standing Committee for this purpose.

It is admitted that what the local government service needs is a standing body with the supervision of *all questions* affecting officers, and if those words mean anything at all they mean salaries, superannuation, sick leave, promotion, scope for initiative, intraining and everything that can only be done efficiently by the closest co-operation between Councils

<sup>1</sup> *Staff Reports in the Public Service.* Being the interim report of a Research Group of the Institute of Public Administration, 1936.

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and their staffs. If the report shows a lack of courage or even of modern ideas, it is more pronounced in paragraph 25 than elsewhere.

The report misses the mark badly in its suggested composition of the committee. Obviously, this is a job for the National Joint Council referred to in the paragraph on Joint Councils. Granted that local government is carried out by a congeries of local authorities with more or less complete control over their own officials, at the same time we must admit that local government has a considerable national importance. That being the case we should aim at establishing at least a framework of service conditions which could be adapted to every local authority without in any way weakening that local autonomy to which so much importance is attached.

Whether the proposed Central Advisory Committee can function within a more circumscribed field without impinging on Whitleyism remains to be seen. Whatever is the outcome of the "Hadow" Report in this connection, I suggest that a tremendous step forward will be made if every local authority can be induced to adopt a set of staff regulations, following as near as possible a model form. I have ventured to suggest a draft set of staff regulations in Appendix 5 upon which the appropriate committee may cut its teeth.

## CHAPTER IX

### *On Being Superannuated*

Becoming old—the only way that has been found of living  
a long life.

ANATOLE FRANCE

WHEN Charles Lamb was summoned to attend a meeting of the principals of his firm “in the formidable back parlour” of the Counting House in Mincing Lane, he feared that his dismissal was imminent. He was told that his services of thirty-six years had been meritorious, he was surprised to hear it, but when he was informed that they wanted him to accept a pension of two-thirds of his salary, he says: “I do not know what I answered between surprise and gratitude, but it was understood that I accepted their proposal, and I was told that I was free from that hour to leave their service. I stammered out a bow, and at just ten minutes after eight I went home—for ever.”

For the first day or two Lamb confesses that he was overwhelmed. He was too confused to taste his freedom sincerely. He wandered about thinking he was happy, but knowing that he was not. He had to adjust himself “from a poor man, poor in *time*. I was suddenly lifted up into a vast revenue; I could see no end of my possessions; I wanted some steward,

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or judicious bailiff, to manage my estates in *time* for me." And here comes the warning. For years Charles Lamb had yearned for time, for freedom to contemplate, to write, to read and to tranquillize. This sudden legacy of time was as devastating to Lamb as a legacy of untold wealth to a poor man. He never dreamed that it would come his way because there was no superannuation scheme at the Counting House. If there had been, Lamb would have prepared for the time of his retirement and stepped into his freedom without feeling like "a prisoner in the old Bastille, suddenly let loose after forty years' confinement." His savings bank was his mind, his literature, his philosophy, and he wanted *time* to spend it.

From now onwards every local government officer is assured of a retiring allowance at sixty years of age, if he has forty years' service behind him, or at sixty-five years of age if he has not. How many minor tragedies has superannuation brought to those who were "unprepared" for it? Unlike Charles Lamb, so many have dreaded retirement, have put off "facing up to it" until the last moment, and then has come disaster.

A man can be unprepared for superannuation just as disastrously as he can be unprepared for promotion. In each case the home suffers. To be adequately prepared one's financial commitments must be so arranged as to taper off in such a way



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that when one retires on a reduced income no strain is felt; the repayment of mortgages and the payment of insurance premiums can be timed, if properly planned.

These are simple illustrations of the material things which are part of one's life when in office, and their proper adjustment to superannuation may make all the difference between contentedness and a struggle. If one has been "a very busy person" one will find that a smaller income will go quite a long way when one has time to spend it. It is surprising how much extravagance is represented by ordering things rather than choosing them, by paying for work to be done which one could do personally if one had sufficient leisure.

Many persons just yearn to "retire" to the country or to the seaside. That is all right for those who are temperamentally and physically suited for such a change. "Yet, sir," said Boswell, "there are many people who are content to live in the country." "Sir," replied Johnson, "they who are content to live in the country, are *fit* for the country." A man who has been a slave to keeping appointments and spending most of his time in town may thirst for the quiet of the country, but the country means isolation, to say nothing of wasps, mice and beetles. It means uprooting oneself from one's friends, the church, and associations, at a time in life when it is not easy to make new contacts. These consequences



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must be carefully considered before such a step is taken. One may think that fresh air and exercise are all that one needs to live long enough to make an impression on the superannuation fund, but it is far more important to keep the mind active and even stretched. There is great joy and much mental exercise to be obtained in the country, but one must be attuned to it, ready for it physically, and mentally prepared with a background of country knowledge. The country may mean being cut off from satisfying conversation. "I have known ladies at sixty," wrote Jonathan Swift to a young lady, "to whom all the polite part of the Court and Town paid their addresses, without any further view than that of enjoying the pleasure of their conversation."

Few people by the time they reach retirement age will have read all the books they have wanted to read. The accumulation of a library will be appreciated after retirement. Some people will want to write, and nothing could be more invaluable, when one gets time to write, than notes that have been made in anticipation of retirement.

A contribution to literature and to history can be made by keeping a diary, if you know how to keep a diary. A diary that will be invaluable in time to come must be based on acute observations which can be practised.

The most fruitful field, however, and the most satisfying activity to the retired local government

## *On Being Superannuated*

officer is in voluntary social service. Those who have risen to the highest positions, those who have accumulated and gained knowledge in wide experience, can still serve their country by sitting on commissions and committees. In the more humble sphere, there is the community centre, the unemployment centres, the new institutes of leisure, the voluntary movements such as hospitals, asylums and orphanages, the administration of which is dependent to a great extent upon voluntary help.

Every local government officer who desires to obtain the greatest benefit from the superannuation scheme must prepare and plan for the day when he takes his pension. It should not be the end of an active life, but the beginning of a new one, and one which gives the fullest scope for exercising those qualities which have been the background of success in public administration.

## Appendices

### A P P E N D I X I

#### *Specimen Salary Scales in Operation, July 1937*

##### A COUNTY COUNCIL (INDUSTRIAL)

Probationary. £35, £53, £70, £88.

Grade Clerks—

\* Class B. £106, £123, £141, £156, thence by £14 p.a. to £226.

† Class A. £240 by £14, £296 and final increment of £13 to £309.

‡ Seniors. £322, £336, thence by £13 to £375.

§ 3rd Principal. £442.

|| 2nd Principal. £526.

¶ 1st Principal. £587.

\*\* FEMALE STAFF. £30 by £14 p.a. to £142.

\* Special Service increments £14, plus £14 at 2-year intervals.

† Special Service increments £13, plus £14 at 2-year intervals.

‡ Special Service increments £14, plus £13 at 2-year intervals.

§ Special Service increments £24 at 4-year intervals.

|| Special Service increments £25 at 4-year intervals.

¶ Special Service increments £24 at 4-year intervals.

\*\* Special Service increments £14 at 4-year intervals.

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### A COUNTY COUNCIL (AGRICULTURAL)

- Grade 5. £75 by £10 p.a. to £105.
- Grade 4. £110 by £10 p.a. to £165.
- Grade 3. £170 by £12 10s. od. p.a. to £220.
- Grade 2. £230 by £14 p.a. to £300.
- Grade 1. £310 by £15 p.a. to £415.

#### FEMALE STAFF

- Class C. £75 by £10 p.a. to £105.
- Class B. £110 by £10 p.a. to £150.
- Class A. £155 by £10 p.a. to £195.

### A COUNTY BOROUGH (INDUSTRIAL)

- Juniors. £40 by £10 p.a. to £80.
- 2nd Class. £100 by £20 p.a. to £200.
- Intermediate. £210 by £10 p.a. to £250.
- 1st Class. £260 by £10 p.a. to £300.
- Seniors. £310 by £15 p.a. to £375.
- Heads of Sub-Depts. £400 by recommendation of Committee to £600.

#### FEMALE CLERICAL STAFF

- Grade C. £40 by £10 p.a. to £120 (at age 24).
- Grade B. £130 by £10 p.a. to £160.
- Grade A. £170 by £10 p.a. to £200.

### A COUNTY BOROUGH (NON-INDUSTRIAL)

- \*Juniors. £26 (age 16) by £13 p.a. to £78.
- Grade 5. £104 by £13 p.a. to £156.
- Grade 4. £156 by £13 p.a. to £208.
- Grade 3. £208 by £13 p.a. to £260.
- Grade 2. £260 by £13 p.a. to £312.
- Grade 1. £312 by £10 p.a. to £364.

- \* Juniors are placed in Grade 5 on attaining the age of 21 on satisfactory report.



## Appendices

### A METROPOLITAN BOROUGH

Juniors (ages 16-24). £55 by £17 10s. od. p.a. to £195.

Grade 3. £200 by £15 p.a. to £290.

Grade 2. £300 by £15 p.a. to £390.

Grade 1. £400 by £20 p.a. to £480.

#### FEMALE STAFF

Juniors. £50 by £15 p.a. to £175.

Grade 3. £180 by £10 p.a. to £250.

Grade 2. £260 by £10 p.a. to £340.

Grade 1. £350 by £15 p.a. to £440.

*Note.*—Minima and maxima salaries in Grades 1, 2, and 3 are reduced where officer has not obtained the appropriate certificate of one of the recognized professional institutes as follows:—

Grade 3 by £15.

Grades 1 and 2 by £25.

### AN URBAN DISTRICT COUNCIL (RESIDENTIAL)

Grade A. £50 by £10 p.a. to £130.

Grade B. £100 by £15 p.a. to £250.

Grade C (1). £250 by £15 p.a. to £300.

Grade C (2). £250 by £15 p.a. to £350.

Grade C (3). £250 by £15 p.a. to £400.

Grade D. Salaries determined by Council.

#### SHORTHAND TYPISTS

Rising to a maximum of £150.



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AN URBAN DISTRICT COUNCIL (INDUSTRIAL)

Juniors (16 to 20). £40, £50, £60, £70, £85.

Grade B (21 to 27). £110 by £10 p.a. to £130, thence  
by £15 p.a. to £190.

Grade C. £200 by £10 p.a. to £230.

Grade D (Sec. 1). £200, £215, £230, £240.

Grade D (Sec. 2). £255 by £15 p.a. to £300.

FEMALE STAFF

Juniors (16 to 20). £40 by £10 p.a. to £80.

Grade B. (21 to 24). £100 by £10 p.a. to £130.

Grade C. £120 by £10 p.a. to £150.

# APPENDIX II

## *Analysis of Replies from 819 Local Authorities on Salaries, Grading Schemes, and Service Conditions, July 1937*

### NUMBER OF LOCAL AUTHORITIES

	<i>England and Wales</i>	<i>Scotland</i>	<i>Total</i>
County Councils .. .. .	62	31	93
County Boroughs .. .. .	83	—	83
Town Councils .. .. .	—	194	194
Metropolitan Boroughs and City Corporation .. ..	29	—	29
Boroughs .. .. .	301	—	301
Urban District Councils .. .. .	602	—	602
Rural District Councils .. .. .	480	—	480
	1,557	225	1,782

Appendices

179 *Note.*—More than half the above have populations under 10,000 and obviously employ too few officers to be taken into account for the purpose of this inquiry. The following replies cover practically all the authorities where schemes could apply.

	<i>England and Wales</i>	<i>Scotland</i>	<i>Total</i>
Number of Authorities which replied to the questionnaire	781	38	819
SALARIES AND GRADING SCHEMES—			
Number where operating .. .. .	441	28	469
Number where any officers have been excluded ..	93	7	100
Number for whole Staff .. .. .	391	23	414
Number for part of Staff only .. .. .	50	5	55
INCREMENTS—			
Number where automatic increments are granted within all grades .. .. .	264	21	285
Number where increments in adult grades are subject to recommendation of Chief Officers or Employing Committees .. .. .	135	5	140
Number where no information .. .. .	8	1	9
ESTABLISHMENT OR STAFFING COMMITTEES—			
Number where in operation .. .. .	248	16	264

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SERVICE CONDITIONS—INTERCHANGE OF OFFICERS AND VACANCIES—			
Number where scheme of interchange is operating ..	53	4	57
Number where vacancies are notified to Departments, and applications invited therefrom .. .. .	142	11	153
OVERTIME—			
Number where considered excessive .. .. .	47	—	47
Number where paid for .. .. .	139	7	146
Number where meal allowances are granted .. ..	261	5	266
JOINT COMMITTEES—			
Number where in operation .. .. .	85	—	85
Number where no Committee but where facilities for staff representation .. .. .	176	11	187
Number where no facilities for staff representation ..	520	27	547
ENTRANCE QUALIFICATION—			
Number where required .. .. .	323	21	344
TEMPORARY STAFFS—			
Number where employed for other than seasonal or stress periods .. .. .	196	6	202
EQUAL PAY FOR EQUAL WORK—			
Number where the principle is recognized .. ..	93	3	96

Appendices

# APPENDIX III

## Designated Posts applicable to the City of Salford, December 1937

*Positions where professional, technical, or special vocational qualifications are necessary, are indicated by an asterisk. It should be remembered, however, that there are many persons in other designated posts not marked with an asterisk, who will, nevertheless, be preparing for a professional, technical, or vocational examination, e.g. many of the Rate Collectors will be preparing for the examination of the Incorporated Association of Rating and Valuation Officers, and some of them will probably already hold the certificate. Officers marked ‡ hold professional or technical qualifications, although such may not have been stipulated as necessary.*

TOWN CLERK'S DEPARTMENT				CITY TREASURER'S DEPARTMENT			
Town Clerk	..	..	1*	City Treasurer	..	..	1*
Deputy Town Clerk	..	..	1*	Deputy City Treasurer	..	..	1*
Assistant Solicitor	..	..	1*				
Conveyancing Clerk	..	..	1				
Common Law Clerk	..	..	1				
Legal Clerks	..	..	8				
Chief Administrative				<i>Accountancy Section—</i>			
Assistant	..	..	1	Chief Accountant Clerk			1*
Committee Clerks	..	..	6	Chief Clerk	..	..	1*
General Clerks	..	..	8	Accountant Assistants			4*
Shorthand Typists	..	..	8	Wages, etc., Cashier	..	..	1
Minute Typists	..	..	3	Accountant Clerks	..	..	8*
Elections, etc., Officer	..	..	1	Assistant Accountant			
Mayor's Secretary	..	..	1	Clerks	..	..	9
Mayor's Attendant	..	..	1	Clerks	..	..	13
Local Taxation and				Shorthand-Typists			
Licensing Clerks	..	..	6	(Female)	..	..	4
Telephonists	..	..	2	Comptometress			
Commissionaire	..	..	1	(Female)	..	..	1



## Appendices

CITY TREASURER'S DEPARTMENT— <i>continued</i>			<i>Prepayment Meter Collectors—</i>	
<i>Internal Audit Section—</i>			Chief Prepayment	
Chief Audit Clerk ..	1*		Meter Collector ..	1
Assistant Audit Clerk ..	1*		Prepayment Meter Col-	
Audit Clerks ..	6†		lectors ..	23
<i>Rentals Section—</i>			<i>Housing Section—</i>	
Chief Rental Clerk ..	1		Rent Collectors ..	4
Senior Rental Clerk ..	1		Superintendent—Lang-	
Rental Clerks (includ-			worthy Estates ..	1
ing two females) ..	24		<i>Public Assistance Section—</i>	
Machine Operators			Accountant Clerk ..	1*
(female) ..	3		Cashier ..	1
<i>Rate Section—</i>			Collector ..	1
Chief Rate Clerk and			Accountancy Assistant	1
Assessment Clerk ..	1*		Assistant Collector ..	1
Rate Clerks ..	10		Collector Assistant	
<i>Stationery Section—</i>			(Indoor) ..	1
Stationery Superinten-			Clerks (including one	
dent ..	1		female) ..	10
Stationery Assistant ..	1		CITY ENGINEER'S	
Stationery Clerks ..	3		DEPARTMENT	
Printer ..	1		<i>Technical Staff—</i>	
<i>Cashier's Section—</i>			City Engineer ..	1*
Cashiers ..	2		Deputy City Engineer	1*
Assistant Cashiers ..	9		Chief Assistant En-	
Clerks ..	2		gineer (1st Assistant)	1*
<i>Collectors' Section—</i>			Second Assistant En-	
Chief Rate, etc., Col-			gineer ..	1*
lector ..	1		Chief Architectural As-	
Assistant Chief Collec-			sistant and Building	
tor ..	1		Surveyor ..	1*
Rates, etc., Collectors	13		Assistant Highway	
Arrears Clerk ..	1		Surveyor ..	1*
Machiner Operator			Assistant Building	
(Female) ..	1		Surveyor ..	1*

† Two of these clerks are required to be qualified.



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CITY ENGINEER'S DEPARTMENT— <i>continued</i>		Correspondence and	
		General Clerks ..	5
<i>Technical Staff—continued</i>		Enquiry Clerks ..	2
Assistant Engineers ..	4*	Town Halls Accounts Clerks ..	2
Architectural Assistants ..	5*	Hallkeepers ..	2
Quantity Surveyor ..	1*	Depot Superintendent	1
General Engineering Assistants ..	4*	Depot Clerk ..	1
Junior Draughtsman ..	2	Highways Clerk ..	1
Tracing Clerk ..	1	Sewage Works Clerks	2
Plan-Keeper ..	1		
Assistant Quantity Surveyor ..	1*	HEALTH DEPARTMENT	
Junior Architectural Assistant ..	1		
Highway Surveyor ..	1*	Medical Officer of Health	1*
Assistant Highway Inspectors ..	3	Chief Administrative Assistant ..	1
Building Inspectors ..	3*	Statistical Clerk ..	1
Clerk of Works ..	1	Chief Clerk, Sanitary Inspector's Department	1
Sewage Works Manager ..	1*	Shorthand Typist ..	1
Master, Sludge Steamer	1†	Clerks ..	23
Chief Engineer, Sludge Steamer ..	1†	Chief Sanitary Inspector	1*
Consulting Chemist (Part-time) ..	1†	Deputy Chief Sanitary Inspector ..	1*
		Food and Drugs Inspector ..	1*
		Meat Inspectors ..	2*
<i>Clerical Staff—</i>		Drainage Inspector ..	1*
Chief Clerk ..	1	Smoke Inspector ..	1*
City Engineer's Clerk	1	Shops Act Inspector ..	1*
Accounts Clerk ..	1	Re-Housing Inspector ..	1*
Highway Accounts Clerks ..	3	Housing Inspectors ..	2*
Assistant Highway Accounts Clerks ..	3	Lady Inspector ..	1*
Statistical Clerks ..	2	Inspector of Lodging Houses ..	1*
		District Inspectors ..	5*
		Public Analyst ..	1*
		Chief Technical Assistant Analyst ..	1

## Appendices

### HEALTH DEPARTMENT — *continued*

Laboratory Assistant ..	1
Pathologist .. ..	1*
Assistant Pathologist ..	1*
Laboratory Stewards ..	2
Laboratory Assistants ..	2
Tuberculosis Medical Officers .. ..	2*
Maternity and Child Welfare Medical Officer ..	1*
Assistant Maternity and Child Welfare Medical Officer .. ..	1*
Supervisor of Tuberculosis Visitors .. ..	1*
Supervisor of Health Visitors .. ..	1*
Assistant Inspector of Midwives .. ..	1*
Tuberculosis Visitors ..	4*
Health Visitors .. ..	15*
Masseuses .. ..	2*
Artificial Sunlight Assistant and Masseuse ..	1*
Municipal Midwives ..	13*

#### *Ladywell Sanatorium and Isolation Hospital—*

Medical Superintendent	1*
Assistant Resident Medical Officer ..	1*
Matron .. ..	1*
Assistant Matron ..	1*
Sisters .. ..	12*
Staff Nurses .. ..	7*
Assistant Nurses ..	—*
Clerks .. ..	2*

### *Nab Top Sanatorium—*

#### *Medical Superinten-*

dent.. ..	1*
Matron .. ..	1*
Home Sister .. ..	1*
Sisters .. ..	3*
Staff Nurses .. ..	—*
Assistant Nurses ..	—*
Teacher .. ..	1*

#### *Venereal Diseases Treatment Centre—*

V.D. Medical Officer	1*
Assistant V.D. Medical Officers .. ..	2*
Senior Male Orderly	1*
Assistant Male Orderlies .. ..	5*
Clerk Dispenser ..	1*
Sister .. ..	1*
Nurses.. ..	3*

#### *Salford House—*

Manager .. ..	1
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#### *Hope Hospital—*

Medical Superintendent.. ..	1*
Anaesthetist, Radiologist and Lecturer ..	1*
Matron .. ..	1*
Assistant Matron ..	1*
Junior Assistant Matron .. ..	1*
Assistant Tutor Sister	1*
X-Ray Sister .. ..	1*
Night Superintendent	1*

# The Local Government Officer

## HEALTH DEPARTMENT — *continued*

### *Hope Hospital—continued*

Charge Sister .. ..	1*
Head Attendant on Male Mental Ward	1*
Charge Attendants on Male Mental Ward	3*
Steward .. ..	1
Assistant Steward ..	1
Clerks .. ..	5
Storekeeper .. ..	1
Assistant Storekeepers	2
Dispenser .. ..	1*
Dispensary Assistant ..	1
Matron's Storekeeper	1
Assistant Medical Superintendent ..	1*
Resident Medical Officer .. ..	1*
Resident Obstetric Officer .. ..	1*
2nd Assistant Matron	1*
Home Sister .. ..	1*
Assistant Home Sister	1*
Tutor Sister .. ..	1*
Assistant Tutor Sister	1*
Maternity Sister ..	1*
Theatre Sister .. ..	1*
Assistant Theatre Sister	1*
Night Superintendent	1*
Charge Sisters .. ..	36*
Staff Nurses .. ..	20*
Attendant on Female Mental Ward .. ..	1*
Masseuses .. ..	3*
Clerk .. ..	1
Assistant Dispenser ..	1*

## EDUCATION DEPARTMENT

Director of Education ..	1*
Chief Assistant .. ..	1
Chief Clerk, Elementary Education .. ..	1
Chief Clerk, Higher Education .. ..	1
Chief Clerk, Accounts ..	1
Chief Clerk, Royal Technical College .. ..	1
Senior Clerks .. ..	4
Clerks: Male 22, Female 16 .. ..	38
Superintendent of School Buildings .. ..	1
Assistant Superintendent of School Buildings ..	1
Blind Persons Welfare Officer .. ..	1
Blind Persons Home Teachers .. ..	4*
Superintendent of School Attendance Officers ..	1
Senior School Attendance Officers .. ..	2
School Attendance Officers (11 men and 1 woman)	12
Hallkeeper, Education Office .. ..	1
Woman Officer, Children and Young Persons Act	1
Lecture Assistant and Laboratory Steward ..	1
Assistant School Medical Officers .. ..	5*
School Dentists .. ..	4*
Superintendent Nurse ..	1*
School Nurses .. ..	15*

## Appendices

GAS DEPARTMENT		Assistant Superintendent, Stoves and Main- tenance Department..	
Gas Engineer and Mana- ger .. ..	1*	Superintendent, Meter Repairing Department	1*
Deputy Engineer and Manager .. ..	1*	Superintendent, Meter and Stoves Fixing De- partment .. ..	1
Assistant Engineer .. ..	1*	Chief Fittings Inspector	1*
Chief Works Superinten- dent .. ..	1*	Assistant to Joint Indoor Superintendents ..	1
Assistant Superintendent Nos. 2, 3, and 4 Works	1*	Chief Clerk .. ..	1
Joint Indoor Superinten- dent (Administration)	1*	Chief Clerk, Nos. 2, 3, and 4 Works .. ..	1
Joint Indoor Superinten- dent (Accountancy) ..	1*	Chief Clerk, Outdoor Department .. ..	1
Chief Draughtsman ..	1*	Statistician .. ..	1
Outdoor Superintendent	1*	Engineer's Secretary ..	1
Deputy Outdoor Super- intendent .. ..	1*	Accountant Clerk ..	1
Chief Chemist and Super- intendent of No. 1 Works .. ..	1*	Assistant Accountant Clerk .. ..	1
Assistant Chemist ..	1*	Chief Correspondence Clerk .. ..	1
Laboratory Assistants ..	2	Senior Order Clerk ..	1
Draughtsman .. ..	1	Order Clerk .. ..	1
Engineering Assistants and Draughtsmen ..	3*	Senior Stoves Clerk ..	1
Foreman in charge, No. 1 Works .. ..	1	Clerks .. ..	22
Foremen in charge, Nos. 2, 3, and 4 Works ..	3	Clerk, Outdoor Depart- ment .. ..	1
Superintendent, Meter Inspection Department	1	Technical Assistant, Out- door Department ..	1*
Assistant Superintendent, Meter Inspection De- partment .. ..	1	Inspection Clerks ..	10
Superintendent, Stoves and Maintenance De- partment .. ..	1*	Machine Clerks ..	3
		Check Inspector ..	1
		Mill Meter Inspector ..	1
		Meter Inspectors ..	21
		Fittings Inspectors ..	10*
		Maintenance Inspectors	3



## The Local Government Officer

### GAS DEPARTMENT—continued

Canvassers .. ..	1
Store and Timekeeper, No. 1 Works .. ..	1
Assistant Store and Time- keeper, No. 1 Works ..	1
Storekeeper, Outdoor Department .. ..	1
Timekeeper, Outdoor Department .. ..	1
Timekeeper and Works Cost Clerk, 2, 3, and 4 Works .. ..	1
Governor House Atten- dant .. ..	1
Cashier and Salesman ..	1
Stoves Salesmen .. ..	5
Supervisor, Stoves Re- pairing Shop .. ..	1
Lamp Inspector .. ..	1
Chief Salesman .. ..	1

### ELECTRICITY DEPARTMENT

City Electrical Engineer	1†
Deputy City Electrical Engineer .. ..	1†
Generation Superinten- dent .. ..	1†
Assistant Generation Superintendent ..	1
Mains Engineer. . .	1†
First Assistant, Mains Engineer .. ..	1
Assistant Mains Engineer	6
Consumers' Engineer and Sales Manager ..	1†

Deputy Consumers' En- gineer and Sales Manager .. ..	1
Technical Assistant to Consumers' Engineer	1†
Electro-Technical Assis- tant .. ..	1†
E.H.T. Engineers	3 (1†)
Technical Assistants:	
Agecroft Power Station	1†
Building Construction and Maintenance Su- perintendent .. ..	1†
Maintenance Engineers	2
Charge Engineers, Age- croft Power Station ..	4
Chief Mains Draughts- man .. ..	1†
Senior Draughtsmen ..	3
Draughtsmen .. ..	8
Meter Superintendent ..	1
Electrical Testing Assis- tants .. ..	4 (1†)
Showroom Manager ..	1
Substation Charge En- gineers .. ..	5
Junior Technical Assis- tant, Agecroft Power Station .. ..	1
Junior Technical Assis- tants .. ..	4
Control Room Atten- dants, Agecroft Power Station .. ..	3
Substation Attendants ..	6
Chief Clerk .. ..	1
Secretary to City Elec- trical Engineer ..	1

## Appendices

### ELECTRICITY DEPARTMENT—

*continued*

Chief Assistant Clerk ..	1
Chief Meter Inspector ..	1
Senior Clerk Accountancy Section ..	1
Senior Clerk, Consumers' Department ..	1
Cost and Fittings Clerk ..	1
Salaries and Wages Clerk ..	1 $\frac{1}{2}$
Sales and Hire Charges Clerk ..	1
Order and Invoice Clerk ..	1
Senior Assistants to Chief Meter Inspector ..	2
Clerks, Male ..	33
Clerks, Female ..	8
Meter Readers ..	18
General Storekeeper ..	1
Shorthand-typists ..	4
Chief Showroom Assistant ..	1
Showroom Demonstrators ..	2

### TRANSPORT DEPARTMENT

General Manager ..	1
Rolling Stock Engineer ..	1
Chief Engineering Assistant ..	1
Chief Clerk ..	1
Engineering Assistants ..	2 (1 $\frac{1}{2}$ )
Clerical and Administrative ..	34
Female Clerks ..	27
Traffic Supervisors ..	6
Foremen ..	12
Stores Assistants ..	7

### WATER DEPARTMENT

Waterworks Engineer and Manager ..	1*
Chief Clerk ..	1
Rental Clerk ..	1
Clerk ..	1
Chief Water Inspector ..	1*
Chief Meter Inspector ..	1*
Water Inspectors ..	3*

### WEIGHTS AND MEASURES

#### DEPARTMENT

Chief Inspector of Weights and Measures ..	1*
Inspector of Weights and Measures ..	2*
Assistants ..	4

### LIGHTING AND CLEANSING

#### DEPARTMENT

Director of Cleansing and Street Lighting Superintendent ..	1
Chief Clerk ..	1
First Senior Clerk ..	1
Second Senior Clerk ..	1
Clerks ..	6
Stores Control Clerk ..	1
Male Clerk, Shorthand Typist ..	1
Junior Clerk ..	1
Timekeeper and Machine Clerk ..	1
Cleansing Inspectors ..	6
Depot Foreman ..	2
Lamp Inspector ..	1

## *The Local Government Officer*

PUBLIC ASSISTANCE DEPARTMENT		ART GALLERIES, MUSEUMS AND LIBRARIES DEPARTMENT	
Public Assistance Officer	1†	Director .. ..	1*
Senior Administrative Assistant and General Relieving Officer ..	1	Secretarial Assistant ..	1*
Settlement and Removal Clerk .. ..	1	Technical Assistant ..	1*
Central Index and Records Assistant ..	1	Junior Assistants ..	2
Administrative Assistants	2	Attendants .. ..	7
Relieving Officer ..	1†	Librarians .. ..	8*
General Relieving Officer	1	Assistants .. ..	17*
Assistant Relieving Officers .. ..	6	Junior Assistants ..	10
Clerk (General and Revision Enquiries) ..	1	Attendants .. ..	6
Clerk Cross Visitor (Male) .. ..	1	PARKS DEPARTMENT	
Clerks (Class "A") ..	8	Parks Superintendent ..	1*
Clerks (Class "B") ..	3	Assistant Parks Superintendent .. ..	1*
Clerk (Class "C") ..	1	Head Gardeners .. ..	9
Clerk (Junior) .. ..	1	Chief Clerk .. ..	1
Cross Visitors (Female)	2	Secretarial Assistant (Female) .. ..	1
Medical Officer for Outdoor Relief (Part-time)	1*	Inspector, Park Rangers	1
Certifying Medical Officer under the Lunacy Act, 1890 .. ..	1*	No. 1 Staff Clerk .. ..	1
<i>Old People's Homes—</i>		General Clerk .. ..	1
Matron .. ..	1†	Storekeeper and Ticket Inspector .. ..	1
Visiting Medical Officer (Part-time) ..	1*	CEMETERIES DEPARTMENT	
		Registrar of Cemeteries	1
		Clerk .. ..	1
		Junior Clerk .. ..	1
		BATHS DEPARTMENT	
		Superintendent .. ..	1
		Female Clerks .. ..	2

## LIST OF EXAMINATIONS SUGGESTED AS APPROPRIATE TO THE LOCAL GOVERNMENT SERVICE

The following is a reasonably comprehensive list of examinations which are accepted in the Local Government Service. In view of the varied nature of departmental organization of local authorities the list can be regarded only as a general indication of the examinations applicable, such variations in departmental organization may necessitate some modification of the allocation of the various examinations to a particular department.

### CLERK'S DEPARTMENT

- Law Degree of a British University.
- Law Society (Solicitor).
- Council of Legal Education (Barrister-at-Law).
- Diploma in Public Administration.
- Chartered Institute of Secretaries.
- National Association of Local Government Officers.

### TREASURER'S DEPARTMENT

- Degree of B.Com., B.Sc.(Econ.), or Mathematics Degree.
- Institute of Municipal Treasurers and Accountants.
- Society of Incorporated Accountants and Auditors.
- Institute of Chartered Accountants.
- Corporation of Accountants.
- London Association of Certified Accountants.
- Institute of Cost and Works Accountants.
- Diploma in Public Administration.
- National Association of Local Government Officers.
- Chartered Institute of Secretaries.



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### RATING AND VALUATION DEPARTMENT (OR SECTION)

- A Degree of a British University.
- Incorporated Association of Rating and Valuation Officers.
- Chartered Surveyors Institution.
- Incorporated Society of Auctioneers and Landed Property Agents.
- Diploma in Public Administration.
- National Association of Local Government Officers.
- Auctioneers and Estate Agents Institute.

### PUBLIC HEALTH DEPARTMENT

- University Degree in Medicine or Surgery.
- Sanitary Inspectors Examination Joint Board.
- Royal Sanitary Institute.
- Royal Sanitary Association (Scotland).
- General Nursing Council.
- Central Midwives Board.
- Board of Education Health Visitors Diploma.
- Royal Veterinary College.
- Society of Radiographers.
- Chartered Society of Massage and Medical Gymnastics.
- Society of Apothecaries of London.
- Institute of Chemistry.
- Diploma in Public Administration.
- Chartered Institute of Secretaries.
- National Association of Local Government Officers.
- Fellowship of the Royal College of Surgeons.
- Fellowship of the Royal College of Physicians.
- Pathological Laboratory Assistants.
- Home Teaching Certificate (College of Teachers for the Blind).

## *Appendices*

### EDUCATION DEPARTMENT

A Degree of a British University.  
Diploma in Public Administration.  
Diploma in Educational Administration.  
Chartered Institute of Secretaries.  
National Association of Local Government Officers.  
Specialist Diplomas (e.g. for Organizers of Physical Training, Domestic Subjects, etc.).

### ENGINEER'S AND SURVEYOR'S DEPARTMENT

Degree of B.Sc.  
University Diploma in Town Planning and Civil Engineering.  
Diploma in Public Administration.  
Royal Institute of British Architects.  
Institution of Civil Engineers.  
Institution of Mechanical Engineers.  
Institution of Gas Engineers.  
Institution of Water Engineers.  
Institution of Fire Engineers.  
Institution of Municipal and County Engineers.  
Chartered Surveyors Institution.  
Town Planning Institute.  
Institute of Public Cleansing.  
Institute of Sewage Purification.  
National Association of Local Government Officers.  
Royal Sanitary Institute—Sanitary Science as applied to Buildings and Public Works.  
Institute of Cost and Works Accountants.

### LIBRARIES DEPARTMENT

A Degree of a British University.  
Library Association.  
Diploma in Public Administration.  
London University School of Librarianship Diploma.

## *The Local Government Officer*

### PUBLIC ASSISTANCE DEPARTMENT

A Degree of a British University.  
Council of Legal Education (Barrister-at-Law).  
Diploma in Public Administration.  
Chartered Institute of Secretaries.  
National Association of Local Government Officers.  
Poor Law Examinations Board—Relieving Officers.  
Poor Law Examinations Board—Institution Officers.  
Poor Law Examinations Board—Clerical Assistants.  
Poor Law Examination Board for Scotland.  
(See also certain of the examinations included in  
Public Health Department.)

### HOUSING DEPARTMENT

A Degree of a British University.  
Royal Institute of British Architects.  
Chartered Surveyors Institution.  
Royal Sanitary Institute.  
Housing and Town Planning Institute.  
University Certificate in Social Science.  
Women Property Managers Association.  
Diploma in Public Administration.  
Chartered Institute of Secretaries.  
National Association of Local Government Officers.

### TRADING DEPARTMENTS

Institute of Electrical Engineers.  
Institute of Gas Engineers.  
Diploma of Gas Engineering.  
Institute of Chemistry.  
Chartered Institute of Secretaries.  
London Association of Accountants.  
Degree or Diploma in Public Administration.  
National Association of Local Government Officers.  
Institute of Cost and Works Accountants.

## *Appendices*

### TRANSPORT DEPARTMENT

- A Degree of a British University.
- Diploma in Public Administration.
- Institute of Transport.
- Chartered Institute of Secretaries.
- National Association of Local Government Officers.
- Institute of Cost and Works Accountants.
- Institute of Mechanical Engineers.
- Institute of Automobile Engineers.
- London Association of Accountants.

### ESTATE, LAND AGENTS, AND SMALL HOLDINGS DEPARTMENTS

- B.Sc. (Estate Agency or Agriculture).
- Chartered Surveyors Institution.
- Land Agents Society.
- Auctioneers and Estate Agents Institute.

### WEIGHTS AND MEASURES, GAS INSPECTORS

- A Degree of a British University.
- Diploma in Public Administration.
- Board of Trade—Inspectors of Weights and Measures.
- Board of Trade—Inspectors of Gas Meters.



*Summary of Advertisements appearing in three weekly Municipal papers for  
the Week ending April 3, 1937*

<i>Number of Posts Vacant</i>	<i>Post Advertised</i>	<i>Salary Offered</i>
<b>VALUATION DEPARTMENT</b>		
3	Valuation Assistant— 1 Chief 2 Temporary	Chief: £250 rising to £300 Temporary: (1) £150, (2) £260
<b>ENGINEERING AND SURVEYING DEPARTMENT</b>		
1	Chief Engineering Assistant	£450 rising to £500
3	Engineering Assistant	(1) £250 rising to £300 (2) £275 rising to £325 (3) £330 rising to £390
2	General Clerk, Engineer and Surveyor's Department	(1) £125 rising to £156 (2) £104
1	Junior Assistant, Surveyor's Department	£55-£110 (according to age, qualifications, experience), rising to £150
1	Town Planning Assistant, Engineer Surveyor's Department (appointment for maximum of two years)	£250
<b>FINANCE DEPARTMENT</b>		
1	Deputy City Treasurer	£400-£450 (according to age and qualifications)
1	Chief Accountancy Assistant	£240 rising to £300
1	Accountancy and General Assistant	£210 rising to £250
1	Senior Clerk, Accountant's Department	£250 rising to £300
5	Assistant Treasurer's Department	(1) £140 rising to £230 (2) £175 rising to £260 (3) £200 rising to £250 (4) £220 rising to £270 (5) £270 rising to £300
1	Typewriting, Correspondence and Mechanical Appliances Operator	£170 rising to £180
1	Chief Auditor	£375 rising to £450
1	Assistant Audit Clerk	£160 rising to £200
1	Collector	£200 rising to £275
1	Junior Clerk	£39 rising to £91 salary according to age and experience
1	Investigation Officer and Bailiff (Rates Department)	Scale: £170-£270 appropriate point on scale

# APPENDIX IV,—SUMMARY OF ADVERTISEMENTS—continued

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<i>Number of Posts Vacant</i>	<i>Posts Advertised</i>	<i>Salary Offered</i>
CLERK'S DEPARTMENT		
1	Town Clerk	Not less than £1,800 rising to £2,400
2	Assistant Solicitor	(1) £400 rising to £600 (2) £450 rising to £500
1	Senior Assistant Solicitor	£750
5	Assistant	(1) £110 rising to £240 (2) £120 rising to £150 (3) £150 rising to £200 (4) £150 rising to £200 (5) £200
1	Junior Clerk	£52, £65, or £90, according to qualifications and age
1	Chief Committee Clerk	£260 rising to £290
1	Committee and General Clerk	£250-£350
1	First Assistant	£200

## M.O.H. DEPARTMENT

1	M.O.H. and School Medical Officer	£800: £75 for travelling
2	Assistant M.O.H. and School Medical Officer	(1) £500-£600 (according to qualifications and experience), rising to £700 (2) £500 rising to £700
4	Assistant Clerk	(1) £190 (2) £220 rising to £260 (3) £220 rising to £260 (4) £250
1	Health Visitor	£180 rising to £230
1	Female Organizing Lecturer	£350 rising to £400

## HOUSING DEPARTMENT

1	Building Inspector	£250 rising to £300
1	Housing Welfare Visitor	£180 rising to £240
1	Assistant	£150 rising to £250

## SANITARY INSPECTORS

2	Sanitary Inspector	(1) £220 rising to £250 (2) £275 rising to £350 (travelling allowance, £50)
2	Temporary additional Sanitary Inspector	(1) £230 (2) £260 (travelling allowance, £20)
2	District Sanitary Inspector	(1) £240 rising to £285 (2) £240 rising to £300
1	Additional Sanitary Inspector, Building and Sanitary Surveyor	£225 rising to £300

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Appendices

# APPENDIX IV.—SUMMARY OF ADVERTISEMENTS—*continued*

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<i>Number of Posts Vacant</i>	<i>Post Advertised</i>	<i>Salary Offered</i>
1	Meat Inspector	£230 rising to £300 (and travelling allowance)
1	Swimming Pool Superintendent	£4 4s. od. p.w.
1	Chief Constable	£450 to £600, allowance £140
1	Library Assistant	£120 rising to £150
1	Chief Officer—Public Control Services	£700 rising to £800
1	Chief Officer—Fire Brigade	£300 rising to £375 (plus £52 in lieu of quarters)
1	Fireman	£2 15s. od. p.w. rising to £3 15s. od.
1	Fire Station Officer and Engineer	£4 p.w.
1	Deputy Superintendent of Mains	Not mentioned
1	Clerk	£2-£3 p.w. according to experience
1	Secretary	£250
69 Total		

Applicants for 58 of these positions are requested to submit copies of recent testimonials. In 32 cases it is stated that canvassing will automatically disqualify a candidate. The majority of the U.D.C. and R.D.C. advertisements appear in the *Local Government Chronicle*.

In 28 cases forms of application were supplied on request.

*The Local Government Officer*

<i>Number of Posts Vacant</i>	<i>Post Advertised</i>	<i>Salary Offered</i>
PUBLIC ASSISTANCE DEPARTMENT		
1	Master and Matron	Master £75, Matron £75
1	Assistant Master and Assistant Matron	£65 each
1	Master's Assistant	£45 by £2 10s. od. to £55
4	Matron's Assistant	(1) £45 by £2 10s. od. to £55 (2) £45 by £2 10s. od. to £55 (3) £30 by £2 10s. od. to £40 (4) £50 rising to £60
1	Relieving Officer	£240 (travelling allowances £40)
2	Female Relief Officer	(1) £60 (2) £40 by £2 10s. od. to £50
2	Female Relief Attendant	(1) £40 by £5 to £55 (2) 36s. by 2s. 6d. to 45s. p.w.
1	House Female Relief Officer	£45 by £2 to £50
1	Head Nurse	£70 by £5 to £85
1	Male Staff Nurse	£3 10s. od. by 2s. 6d. to £4 p.w.
1	Night Charge Nurse	£85-£90
5	Charge Nurse	(1) £85 by £5 to £95 (2) £85 by £5 to £95 (3) £80 by £5 to £95 (4) £70 by £2 10s. od. to £85 (5) £70 by £2 10s. od. to £85

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*Appendices*



# APPENDIX IV.—SUMMARY OF ADVERTISEMENTS—*continued*

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<i>Number of Posts Vacant</i>	<i>Post Advertised</i>	<i>Salary Offered</i>
<b>PUBLIC ASSISTANCE DEPARTMENT—<i>continued</i></b>		
1	Junior Staff Nurse	£55 by £5 to £65
2	Female General Assistant	(1) £45 by £1 to £50 (2) £45 rising to £55
1	Sister	£80
1	Home Sister and Sister Tutor	£95 by £5 to £110
2	Sister Tutor	(1) £165 by £15 to £195 (2) £150 by £10 to £180
2	Holiday Sister	(1) £91 (2) £91
4	Ward Sister	(1) £80 by £2 10s. od. to £85 (2) £85 by £5 to £110 (3) £75 by £5 to £85 (4) £75 by £5 to £85
1	Maternity Staff Nurse	£81 by £5 to £91
2	Children's Attendant	(1) £55 by £2 10s. od. to £70 (2) £55 by £2 10s. od. to £70
2	Nursery Attendant	(1) £40 by £5 to £50 (2) £30 by £2 10s. od. to £40
1	Female Dispenser (Non-Resident)	£200 by £5 to £225

*The Local Government Officer*

1	First Female General Assistant (Laundress)	£50 by £2 10s. od. to £55
4	Laundress	(1) £60 by £5 to £70 (2) £55 by £5 to £65 (3) £50 by £5 to £60 (4) £50 by £2 10s. od. to £55
1	Head Cook	From £70 according to experience
1	Chief Assistant Cook	48s. rising to 54s. p.w.
7	Assistant Cook	(1) £50 by £5 to £60 (2) £40 by £5 to £55 (3) £60 by £5 to £70 (4) £60 by £2 10s. od. to £75 (5) 48s. by 1s. to 50s. p.w. (6) £55 by £2 10s. od. to £60 (7) £60
1	Nurses' Cook	£85
2	Labour Master and Cook (Joint Appointment)	£50 rising to £55 in each case
1	Assistant Male Mental Attendant	£55
8	Assistant Female Mental Attendant	(1) £47 by £1 10s. od. to £50 (2) £47 by £1 10s. od. to £50 (3) £60 by £5 to £65 (4) £60 by £5 to £65 (5) £60 by £5 to £65

*Appendices*

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# APPENDIX IV.—SUMMARY OF ADVERTISEMENTS—*continued*

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<i>Number of Posts Vacant</i>	<i>Post Advertised</i>	<i>Salary Offered</i>
PUBLIC ASSISTANCE DEPARTMENT— <i>continued</i>		
8	Assistant Female Mental Attendant— <i>continued</i>	(6) £50 (7) £60 by £2 10s. od. to £65 (8) £45 rising to £55 (if resident) 40s. rising to 55s. p.w. (if non- resident)
1	Casual Ward Attendant	£50 by £2 to £60
3	Assistant Foster Mother	(1) £45 (2) £45 by £5 to £50 (3) £40 by £2 10s. od. to £50
1	Relief Foster Mother	£87
1	Barber and Relief Officer	—
4	Male Attendant	(1) £60 (2) £40 by £5 to £55 (3) £50 rising to £60 (4) £60-£75
2	Female Attendant	(1) £40 by £2 to £50 (2) £45 rising to £55
2	Porter	(1) £50 rising to £65 (2) £52

*The Local Government Officer*

2	Portress	(1) £50 by £2 10s. to £55 (2) £50 by £5 to £65
1	Needlewoman and General Help	£50 by £5 to £60
1	Seamstress	£40 by £2 10s. od. to £55
1	Porter and Barber	£50 by £5 to £65
1	Housemaid	£30
1	House Wardmaid	£32
1	Nurse (with Health Visitors' Certificate)	£200 by £10 to £250
1	Charge Female Mental Nurse	£85 by £10 to £105
1	Master's Clerk	£60 by £2 10s. od. to £75
4	Probationer Nurse	(1) £36-£40-£45 (2) 1st year £30; 2nd year £35; 3rd year £40; 4th year £45 (3) 1st year £30; 2nd year £35; 3rd year £40 (4) 21s. 1d. rising to 42s. 7d. p.w.
19	Staff Nurse	(1) £70 by £5 to £80 (8) (2) £70 by £5 to £75 (3) (3) £75 by £5 to £85 (1) (4) £76 by £5 to £86 (2) (5) £60 by £2 10s. od. to £65 (1) (6) £60 by £5 to £70 (1) (7) £65 by £5 to £80 (1) (8) £130 by £5 to £140 (1) (9) £146 by £5 to £166 (1)

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# APPENDIX IV.—SUMMARY OF ADVERTISEMENTS—*continued*

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<i>Number of Posts Vacant</i>	<i>Post Advertised</i>	<i>Salary Offered</i>	
<b>PUBLIC ASSISTANCE DEPARTMENT—<i>continued</i></b>			
33	Assistant Nurse	(1) £30 by £2 10s. od. to £40 (2) £35 (by £5 in respect of each year of previous experience to maximum of £55) (3) £40 by £2 10s. od. to £55 (4) £45 (5) £45 by £2 10s. od. to £55 (6) £45 by £5 to £55 (7) £45 by £5 to £60 (8) £50 by £2 10s. od. to £55 (9) £50 by £2 10s. od. to £60 (10) £50 (11) £52 10s. od. by £2 10s. od. to £60 (12) £55 by £2 10s. od. to £70 (13) £55 by £5 to £60 (14) £55 by £5 to £65 (15) £56 by £2 10s. od. to £61	(1) (1) (1) (1) (2) (2) (1) (1) (1) (1) (3) (3) (1) (5) (4)
3	Junior Assistant Nurse	(16) £56 by £5 to £60 (17) £60 by £2 to £70 (18) £70 by £5 to £75 £35 by £5 to £45	(3) (1) (1) (3)
1	Barber, Bath Attendant and General Assistant	£60	
2	Charge Attendant and Deputy to Master, and Cook and Assistant to Matron (Joint appointment)	Charge attendant £70 Cook £55	

152 Total

In 101 cases application forms have to be obtained. In 21 cases testimonials are requested.

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## APPENDIX V

### *Model Staff Regulations*

*[With acknowledgments to the City of Birmingham and the Urban District Councils of Dagenham and Wembley, whose forms of application for Junior Non-manual employment, and excellent Staff Regulations respectively, have afforded much useful guidance.]*

#### I. ADMINISTRATION

For the purpose of consultation between the Council and its Officers on all matters affecting the Administrative, Technical, and Clerical Staffs other than questions of personal discipline, promotion or efficiency, there shall be established (as prescribed in Appendix A) a Joint Committee with the objects and terms of reference and subject to the rules and regulations mentioned in such Appendix. The recommendations of the Joint Committee shall be submitted to a Standing Committee of the Council to be known as the Establishment Committee. In the event of the Establishment Committee disagreeing with the recommendations of the Joint Committee such recommendations shall be referred to the Council for directions, with an intimation of the Establishment Committee's reasons for disagreement, and with a view to reference back to the Joint Committee, if necessary.

#### 2. ESTABLISHMENT

The Establishment Committee shall determine the number of officers in the various grades required to perform the duties devolving upon the Council in each department. Such establishment shall be subject to annual review and reports from the heads of the various departments (employing committees) and shall not be varied except under paragraph 4 (c) or for urgent or necessary reasons. Tem-

## *Appendices*

porary appointments shall only be made for work of a terminating character and any such appointments shall be authorized by the Establishment Committee subject to review every three months.

### 3. GRADING AND CLASSIFICATION.

All officers on the permanent establishment within the scope of the following grades shall be appropriately classified:—

#### *[Insert Grading Scheme]*

In classifying the officers a valuation shall be made of the duties performed by the occupant of each position, the responsibilities involved and the qualifications necessary for the efficient discharge of such duties.

### 4. INCREMENTS AND PROMOTIONS

- (a) All increments shall fall due on \_\_\_\_\_ in each year, provided that in the case of new entrants not less than six months shall elapse before the first increment becomes payable.
- (b) Automatic advancement, subject to satisfactory service, shall be granted within the grade in which each officer is placed until the ultimate limit of the grade is reached. In the event of an adverse report the observations thereon of the officer concerned shall be obtained in writing and the provisions of No. 12 of these Regulations, where applicable, shall operate.
- (c) Promotions from one grade to another shall not take place unless there is a vacancy in the higher grade, or, in the opinion of the Establishment Committee, the nature and importance of the duties performed by the members of the staff concerned justify his being placed in a higher grade. Promotion shall be by merit; experience, length of service, and general qualifications being taken into account.



## *The Local Government Officer*

- (d) On promotion the officer concerned shall be placed on the new scale at a point (next above) (nearest to, but not less than) his existing salary and receive his first increment on the appropriate scale on the following, provided that not less than six months shall elapse after promotion before the first increment becomes payable.

### 5. APPOINTMENTS

- (a) The Establishment Committee shall recommend to the Council the appointment or promotion of suitable persons to any vacant position and for the purpose of interviewing candidates shall have power to appoint a special Sub-Committee.
- (b) All vacancies for juniors shall be publicly advertised. Applicants shall be required to be not less than years of age and to pass successfully an entrance examination to be conducted by the Council or to produce evidence of the possession of the certificate of success of an appropriate recognized examining body. (See Appendix B).
- (c) Except where it is intended to fill them by promotion, all vacancies shall be publicly advertised.
- (d) Promotions shall be made as far as possible from officers in a lower grade, but the Council reserve the right to advertise any vacancy. In the latter case the existing staff shall be permitted to apply in conjunction with other applicants on the understanding that their existing employment by the Council will in no way influence selection for the new post. In the event of any such applicant not being successful his existing employment with the Council shall not be prejudiced thereby.
- (e) Applicants attending for interview in connection with any appointment shall be paid travelling expenses at third class railway fare and other reasonable out-of-pocket expenses incurred.

## Appendices

### 6. MEDICAL EXAMINATION

Every person prior to entering the permanent service of the authority shall pass a satisfactory medical examination by the Medical Officer of Health or a Medical Practitioner appointed for the purpose by the Council.

### 7. EXAMINATION SUCCESSES

Except in cases where possession of a qualification is a condition precedent to appointment (or promotion) examination successes shall be recognized by grants in accordance with the provisions of Appendix C to these Regulations [*to be inserted*].

### 8. RELATIVES OF MEMBERS OR OFFICERS, ETC.

Candidates for any appointment under the Council shall when making application disclose in writing whether to their knowledge they are related to any member of or holder of any office or employment under the Council. Every member and officer of the Council shall disclose to the Council any relationship known to him to exist between himself and a candidate for an appointment of which he is aware. It shall be the duty of the Chief Officer to report to the Council or to the appropriate Committee any such disclosure made to him.

The purport of this regulation shall be stated in any form of application supplied for the use of candidates. (See Appendix D.)

### 9. CANVASSING

Applicants for employment under the Council shall not canvass members or officers of the Council or seek letters of introduction or recommendation. Violation of this rule shall be reported immediately and shall disqualify the person concerned.

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### 10. GRIEVANCES

Officers shall not canvass or make personal appeals, written or oral, directly or indirectly, to individual members of the Council. Any officer desirous of bringing to the notice of the Council any matters concerning himself or his position shall do so through his Chief Officer who shall report thereon to the Establishment Committee.

### 11. PRIVATE PRACTICE

No member of the staff may engage in any activity which would in any way tend to impair his usefulness as such; neither may he engage in any occupation or undertaking which might conflict with the interests of the Council or be inconsistent with his position as a member of the staff.

### 12. DISCIPLINE, DISCHARGE AND APPEALS

- (a) In every case an officer's first six months' service shall be on probation and his appointment shall be terminable at the end of or at any time during that period if for any reason he be reported to be unsuitable.
- (b) Normally officers shall give and be given at least one month's notice of termination of appointment unless in any particular instance the Council shall decide to accept less notice.
- (c) The Chief Officer of each Department shall be responsible for the management and discipline of his Department.

Where, by reason of any grave dereliction of duty or serious misconduct or other good and sufficient reason, a Chief Officer is of the opinion that any officer of his Department should be suspended from duty he shall forthwith communicate in writing the facts of the case to the Chairman of the Council and the Chairman of the Establishment Committee, who, after consultation, and, if necessary, interviewing the officer concerned,

## Appendices

may give such directions to such Chief Officer as they shall think fit, pending any subsequent consideration of the matter by the Establishment Committee.

- (d) Any accusation, proposal or decision by a Chief Officer which affects or may affect an officer's position in the service shall, except in cases in which the conduct of the officer has been such as to render him liable to criminal proceedings, be communicated in writing to the officer concerned without delay.

If the accusation, etc., is the subject of a report he shall be shown a copy thereof prior to the submission of the same to the Establishment Committee and be required to initial it as a token of having seen it and be supplied with a copy.

- (e) The member of the staff concerned, if he gives notice in writing that he so desires, shall be entitled to appear before the Establishment Committee either personally or by his representative.
- (f) The Establishment Committee, after hearing all the evidence, shall recommend the Council what action (if any) shall be taken, but may, if it thinks fit, first consult the Joint Committee in the matter.
- (g) Should any accusation, etc., be received from an outside source against any officer, the same shall be immediately reported to the Chief Officer of the Department and the provisions of this Clause shall operate so far as applicable.

### 13. HOURS OF DUTY

- (a) The hours of business in the offices of the Council shall be as follows:—

Monday to Friday (inclusive) .....

Saturday .....

- (b) Officers shall be allowed to be absent from duty one hour (and a quarter) for refreshment in the middle of each day (except Saturday) and each Chief Officer shall regulate the time at which the mealtime is to be taken by his staff.



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- (c) Members of the staff shall be allowed leave of absence from duty every third Saturday on a suitable rota to be fixed by the head of each department.

### 14. OVERTIME

So far as practicable overtime shall not be worked, but when pressure of work requires it a Chief Officer may require the attendance of any member of his staff beyond the usual office hours. Officers who regularly perform additional duties outside office hours shall be allowed special leave by arrangement with the Chief Officer in lieu thereof.

In all cases where authorized overtime is worked officers shall be granted a refreshment allowance of                      on each occasion in respect of evening duty Monday to Friday inclusive. Where in exceptional circumstances officers are required to work on Saturdays (after 2 p.m.) or on Sundays, special consideration shall be given by the Employing Committee to the question of a suitable allowance.

### 15. LEAVE OF ABSENCE AND SALARY DURING ILLNESS

If any officer shall be prevented from attending the office he shall, on the first day of his absence, inform his Chief Officer of the fact, stating the reason thereof, and if such absence shall be due to illness and continue for three days, he shall send on the third day a medical certificate stating the nature of such illness and its probable duration.

If the illness be of long duration weekly certificates shall be sent.

Provided always that where any such absence shall be due to illness the officer shall continue during his disablement to receive full salary for a period of six months after his disablement arose, and half salary for such further period as the Council may decide.

## *Appendices*

### 16. HOLIDAYS AND LEAVE OF ABSENCE FOR EXAMINATIONS, ETC.

Officers shall be allowed in addition to the customary holidays at Christmas, Easter, Whitsun, and August Bank Holiday, annual leave of absence with full pay according to the following scale:—

*[Insert scale.]*

In addition to the foregoing any officer desirous of sitting for any professional or other approved examination shall be allowed leave of absence with full pay for the necessary period of the examination.

Members of the Territorial forces shall be granted leave of absence additional to above for the purpose of attending Annual Training.

### 17. RETIREMENT

- (a) Subject to the provisions of the Local Government and Other Officers' Superannuation Act, 1922, every officer shall retire from the service of the Council at the age of 65, or on the completion of 40 years' Local Government Service at his option, unless the Council shall pass a special resolution to the effect that his retirement will cause inconvenience to the public service, in which case he may be permitted to continue for a period not exceeding one year, and so on at the termination of each successive year of his age.
- (b) The Treasurer shall report to the Staff Committee when any officer is due for retirement.

### 18. COPIES OF REGULATIONS TO COUNCIL AND STAFF

A copy of these Regulations shall be issued to each member of the Council and each member of the Staff.

### 19. COMMENCEMENT OF REGULATIONS

These Regulations, which cancel all Staff Regulations hitherto in force, shall come into operation as from the

# *The Local Government Officer*

## (APPENDIX A)

### CONSTITUTION OF JOINT COMMITTEE

#### 1. TITLE

In order that the Council and their officers may meet to consider matters relative to their mutual advantage there shall be established a Joint Committee called the "Council and Staff Joint Committee," hereinafter called "the Joint Committee."

#### 2. CONSTITUTION

The Joint Committee shall be composed of                      Members of the Council, to be appointed annually by the Establishment Committee at their first monthly meeting after the Annual Council Meeting, and                      officers of the Council, to be appointed by the members of the official staff within fourteen days of the aforesaid meeting. The members thereof shall retire annually on the                      and shall be eligible for re-appointment.

In the event of a member of the Joint Committee ceasing to be a member or officer of the Council he shall thereupon cease to be a member of the Joint Committee, and, such vacancy, together with any vacancies caused by death, resignation, or other disqualification, shall be filled by the Council or the officers (as the case may be).

#### 3. CHAIRMAN

A Chairman and Vice-Chairman shall be appointed by the Joint Committee at their first meeting in each year. When the Chairman is elected from one side of the Joint Committee the Vice-Chairman shall be elected from the other. The Chairman of any meeting shall not have a casting vote.

## *Appendices*

### 4. OBJECTS

The objects of the Joint Committee shall be:—

- (1) The establishment of regular methods of negotiation on questions arising in respect of matters relating to the service between the Council and their officers, or between officers with a view to the prevention of differences and to their better adjustment when they appear.
- (2) To secure the largest possible measure of joint action between the Council and officers for the development and improvement of local government administration, and for the consideration of the conditions of all engaged therein.
- (3) To consider all matters affecting the mutual interests of the Council and the administrative, technical, professional, and clerical staffs of the Council, and to make recommendations thereon to the Establishment Committee and to any organization of officers interested, provided always that no question of personal discipline, promotion, or efficiency shall be within the purview of the Joint Committee.
- (4) To provide means for considering the utilization of the ideas and experience of the staff.
- (5) To arrange for the officials to have a responsibility for the determination and observance of the conditions under which their duties are carried out.
- (6) To determine the general principles governing conditions of service, e.g. recruitment, hours, tenure, and remuneration.
- (7) To encourage the further education of the staff and their training in higher administration and organization.
- (8) To provide facilities for the full consideration and utilization of experience and ideas of the staff and of inventions and improvements in methods of machinery operating to the advantage of the local government service; and to permit the persons concerned to obtain an equitable share of the benefits arising therefrom.



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## RULES AND REGULATIONS

1. The Joint Committee shall meet as required, but not less than quarterly. The Chairman or any two members of the Joint Committee may direct the Clerk of the Council to call an emergency meeting at any time, subject to 48 hours' notice.

The matters to be discussed at any meeting of the Joint Committee shall be stated upon the notice summoning the meeting, provided that any other business may be considered, if admitted by the unanimous vote of those present at such meeting.

2. The quorum of the Joint Committee shall be                      representatives of each side.
3. No resolution shall be regarded as carried unless it has been approved by a majority of the members present on each side of the Joint Committee, and in the event of the Joint Committee being unable to arrive at an agreement it shall take the directions of the Establishment Committee on the matter.
4. The Joint Committee shall have power to appoint a Secretary or Secretaries.
5. The Council shall afford the necessary facilities for the staff representatives to attend the meetings.
6. The proceedings of any meeting of the Joint Committee shall be reported to the Establishment Committee in concise form, but before its submission the report shall be signed by the Chairman and Vice-Chairman of the Joint Committee.
7. The Joint Committee shall have power, from time to time, to call into conference any officer or to invite any member of the Council or other persons by agreement in an advisory capacity to assist the Joint Committee.
8. In the event of the Establishment Committee disagreeing with the recommendations of the Joint Committee, such recommendations shall be referred to the Council for directions, with an intimation of the Establishment Committee's reasons for disagreement, and with a view to reference back to the Joint Committee, if necessary.

# Appendices

## (APPENDIX B)

### APPOINTMENT OF JUNIOR OFFICERS

#### LIST OF EDUCATIONAL REQUIREMENTS

(See Regulation 5b)

(a) (1) The Matriculation Examination of any University in the United Kingdom, or

(2) Any examination for the time being in the list approved by the Board of Education as First Examinations.

*N.B.*—Circular 1166 of the Board of Education, dated 5th July, 1920, recognized the following:—

(a) The School Certificate Examination of the Oxford and Cambridge Schools Examination Board, University of Bristol, University of Durham, Northern Universities.

(b) The Senior Local Examination of Oxford or Cambridge.

(c) The General School Examination of the University of London.

(d) The Senior Certificate Examination of the Central Welsh Board; or

(3) Any examination for the time being in the list approved by the Board of Education as Second Examinations.

*N.B.*—Circular 1166 of the Board of Education, dated 5th July, 1920, recognized the following:—

(a) The Higher Certificate Examinations of the Oxford and Cambridge Schools Examination Board, University of Durham, Northern Universities;

(b) The Higher School Certificate Examination of Oxford or Cambridge, University of Bristol, University of London; or

(4) The Examination for the First Class Certificate of the College of Preceptors, or

(5) The Preliminary Examination of the Board of Education for the Elementary School Teachers' Certificate, or

## *The Local Government Officer*

- (6) The Examination for the Intermediate Certificate of the Scottish Education Department.
- (b) The Preliminary Examination of any of the following :—
  - The Institute of Civil Engineers.
  - The Surveyors' Institution.
  - Royal Institute of British Architects.
  - The Institute of Chartered Accountants.
  - The Society of Accountants and Auditors.
  - The Library Association.
  - The Institute of Municipal Treasurers and Accountants.
  - The Institution of Municipal and County Engineers.
  - The Chartered Institute of Secretaries.
  - The Law Society.
- (c) Such other examination of equal standard to the foregoing as the Council may from time to time approve.

## Appendices

### (APPENDIX D)

#### APPLICATION FORM

##### JUNIOR NON-MANUAL EMPLOYMENT

This form to be completed in the Candidate's hand-writing and returned (with school reports) *without delay* to the Town Clerk, *in the* official envelope provided.

NOTE.—Before filling in your replies, read carefully the "Information for Candidates" at the end of this form.

1. Name (Surname first)  
Use BLOCK LETTERS

2. Postal Address

3. Age last birthday ..... years.

4. Date and place of birth  
(A birth certificate will be required to be produced before any engagement is made.)

5. School at present attended, and date of admission.

6. Previous schools attended, and periods of attendance (state number of years, in each case).



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7. Are you under any agreement to remain at school? If so, state date of its expiration.
8. If you are in employment, state nature of employment, and name and address of present employer; also past employers (if any).
9. Are you at present attending any Evening or Day Continuation Classes? If so, give particulars.
10. If not, have you previously attended any such Classes? If so, give particulars.
11. What Educational Certificates have you gained, including any Scholarships? Give particulars.

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12. Parent's or Guardian's name, address, and occupation.

13. Have you studied shorthand, typewriting and/or calculating machines? If so, state:—

(a) Shorthand Speed.

(b) Typewriting Speed.

(c) Experience (if any) in use of calculating, etc., machines.

14. Are you related to any member of the City Council, or employee of the Corporation? If so, state the relationship, give name of such person or persons, and in the case of an employee, the occupation and department. If no such relationship exists, answer "No."

(See below for regulation relating to disclosure of relationship.)

## *The Local Government Officer*

### NOTE:—

- (a) Write out in the space provided overleaf copies of *not more than* three testimonials, including one from school last attended.

(The originals of the testimonials may be required to be produced, but must NOT accompany the application form.)

- (b) Enclose your last three school reports.

(These will be returned in due course.)

Date..... Signature of Candidate.....

### REGULATION AS TO DISCLOSURE OF RELATIONSHIP, IF ANY

Candidates for appointment under the Corporation shall, when making application, disclose in writing whether, to their knowledge, they are related to any member of the City Council or to the holder of any office or position under the Council. A candidate who fails so to do shall be disqualified for such appointment, and if appointed shall be liable to dismissal without notice. Every officer and servant of the City Council shall disclose to the Town Clerk any relationship known to exist between himself (or herself) and a candidate for an appointment of which he (or she) is aware. It shall be the duty of the Town Clerk to report to the Board of Selection any such disclosure made to him.

No person shall be appointed to any office or position in any department of the Corporation of which department any relative of such person is the Chief Officer.

For the purpose of the foregoing regulations persons shall be deemed to be related if they are husband and wife, or if either of them or the spouse of either of them is the son or daughter or grandson or grand-daughter or brother or sister or nephew or niece of the other, or by the spouse of the other.

## *Appendices*

### TESTIMONIALS—Enter below copies of Testimonials

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

Particulars of school activities, hobbies, or other interests in which you have taken, or are taking, part may be added here:—

.....

.....

.....

.....

.....



## *The Local Government Officer*

### APPLICATION FORM FOR OTHER THAN JUNIORS

#### MINIMUM PARTICULARS TO BE INSERTED

Name.

Address.

Age and date of birth.

Married or single.

Nationality.

Particulars of education, including examinations passed.

Present appointment:—

(a) With.

(b) Length of service.

(c) Work performed.

(d) Present salary £        per annum, rising to £        per annum by increments of £        .

(e) Is the post designated for superannuation purposes?

(f) Act under which Superannuation Scheme is operated.

Previous appointments:—

(i) (a) With.

(b) Length of service with dates.

(c) Work performed.

(ii) (a) With.

(b) Length of service with dates.

(c) Work performed.

Number of years in designated post for superannuation purposes.

(a) Contributory service.

(b) Non-contributory service.

Particulars of shorthand and typewriting speeds (if applicable).

Dates of tests and certificates (if any).

Particulars of practical experience in work.

Three copies of testimonials.

Are you a relative of any Member, Officer, or employee of the Council or its Committees?

If appointed, when duties could be commenced.

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The form should be accompanied by a statement giving particulars and conditions of the appointment, extracts from grading and examination schemes applying to the post, holidays, office hours, and sick pay.

The applicant should be invited to submit a statement detailing his experience, particularly in the matters mentioned in the statement of particulars and conditions of appointment.

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